

THE FIRST
ATHABASCA UNIVERSITY

THE FIRST ATHABASCA UNIVERSITY

L.J. HUGHES



LE
3
AS
H89
1980

EDUC



Heritage Fund

The purchase of this material was made possible
through an Alberta Advanced Education and
Manpower Library Development Grant from the
Alberta Heritage Savings Trust Fund.

THE FIRST ATHABASCA UNIVERSITY

L.J. HUGHES

The opinions expressed by the author are not necessarily those of Athabasca University.

Every effort has been taken to ensure that these materials comply with the requirements of copyright clearances and appropriate credits. Athabasca University will attempt to incorporate in future printings any corrections which are communicated to it.

The inclusion of any material in this publication is strictly in accord with the consents obtained and Athabasca University does not authorize or license any further reproduction or use without the consent of the copyright holder.

©1980 by Athabasca University

All rights reserved

First Edition

Printed in Canada



acknowledgements

In the preparation of *The First Athabasca University* I am, above all, indebted to Sam Smith and Athabasca University for giving me an opportunity to prepare this work, which, in turn, has caused me to ruminate at length over what went wrong with the first Athabasca University. I was greatly and generously assisted by John Nicol, the Secretary to the Board of Governors at the University of Alberta, and Jim Parker, the University Archivist, both of whom ensured that I had the full and free use of those excellent archives.

At Athabasca University, Lynne Bruhns, Tom Edge, Larry Ferguson, Barry Snowden, John Stoten, and Shirley Gazley helped immeasurably in many ways.

I am grateful to Art Webb, Tim Byrne, Bob Clark, Jim Foster, Wally Worth, Marino Kristjanson, Carl Clement, Rev. Ed Checkland, Erick Schmidt, Harvey Ford, and Agnes Klassen, all of whom spent time helping me to arrive at accurate and complete perceptions of what in fact happened.

Of course, the whole project needed the support of a first-rate typist and this service was ably provided by Donna Connelly, my friend and neighbour.

The one disturbing aspect of the project, and one which ironically illustrates one of the points of the book, was the obstacles placed in my way by officials of the Department of Advanced Education. After much effort, I was allowed access only to "vetted" (to use a polite word) minutes of the Universities Commission, and that only on condition that I submit for approval any direct quotations or close paraphrases that I would use. Rather than submit to this intolerable censorship, I have simply chosen not to use excerpts from the Universities Commission minutes, and the work is probably the lesser for it.

L.J. Hughes,
St. Albert, Alberta
September, 1978.

contents

Introduction	vii
Chapter I The Origins of Athabasca University	
The Crucible of the Sixties	1
A Fourth University for Alberta	10
Chapter II The Early Months, June, 1970 - May, 1971	
First Meeting	15
Organizational Planning	17
Academic Planning	23
Physical Planning	25
Chapter III The Productive Period, May - August, 1971	
Some Unsettling Events	29
Legal Status	30
Academic Planning, May - August, 1971	35
Physical Planning	38
Chapter IV The Final Months, August, 1971 - December, 1972	
The New Government	41
The Beginning of the End	43
Physical Planning	44
The Search for a Role	46
Conclusion	51
Notes	53
Appendices	56

introduction

I was tempted to entitle this brief history of the early years of Athabasca University “The Formative Years,” but upon reflection it occurred to me that the early years of Athabasca University were not at all formative: they did not set the University coursing along a well-defined and unalterable pathway. In fact, very little of what I choose to call the first Athabasca University remains intact. Apart from the name, something called a “learning system,” and some platitudinous aspirations which easily apply to any learning institution since the beginning of time, nothing that the early members of the University did, postulated, resolved, wrote, or said has survived “the slings and arrows” of unpredictable change. That no unifying thread, no connecting artery, between the first University and the current one exists was not caused by the indifference or indolence of the early members of the University. The truth is that the early members of Athabasca University approached their formidable task of creating their version of an academic utopia with great energy, sincerity, dedication, selflessness, and even some competence.

But Athabasca University crystallized out of the “mother liquor” of the turbulent sixties. During that decade, student enrolments at universities in Alberta and across Canada exerted a relentless and inexorable pressure on those in authority to keep pace by providing the necessary facilities so that those who wanted to enrol in university studies would not be denied. A complex set of cultural and personal factors combined to send thousands upon thousands of new enrollees to the universities during the sixties. Unprecedented growth in the existing universities created monumental problems and universities became big business. As part of the response to the great demand for university education, governments built some new universities. Sometimes the responses of the universities and governments to the problems of growth were, at best, over-reactions and, at worst, Draconic, and some universities became characterized by their great size and equally great impersonality. Athabasca University was created to relieve the enrolment pressures on the University of Alberta and to overcome some of the problems of the larger universities, which had seen the freshman reduced to an educational voyeur seated before an omniscient television set.

Suddenly, and quite unexpectedly, and coincidental with Athabasca University’s birth in the early seventies, new social, economic, and cultural factors (or whatever) conspired to keep young people away from the universities “in droves.” The high-minded prose, the planning and the innovative approaches of the early members of Athabasca University, and indeed the very *raison d’être* of the University were stripped away in an instant as university enrolments plummeted. In the same instant, physical planning for the new University was stopped dead in its tracks by the new Progressive Conservative Government and, to many observers, it seemed that Athabasca University lacked only official certification to attest to the reality of its death. But Athabasca University survived as an institution against these

formidable odds, although the second Athabasca University, which came into being in December 1972, was so radically different from the original Athabasca University that it was totally unrecognizable—a different institution in fact if not in name.

chapter i

The Origins of Athabasca University

The Crucible of the Sixties

There can be no doubt that Athabasca University was the product of the tremendous upsurge in university enrolments during the sixties. If one is pressed to single out the most important factor that gave rise to a second university in the Edmonton area and a fourth university in Alberta, it must surely be the necessity of providing university instruction for the hordes of new students who kept appearing on the horizon. Total full-time university enrolment at Canadian universities stood at 68 thousand in 1950 and only 73 thousand in 1955. By 1960 the numbers had grown to 114 thousand and then skyrocketed to 261 thousand in 1967, Canada's centennial year. The University of Alberta, the only university in the province until 1966, had also participated in this unprecedented growth. In fact, the University of Alberta outpaced the overall national growth as full-time enrolment at its Edmonton campus grew from 3.8 thousand in 1956 to 6.8 thousand in 1961 and to 17.3 thousand in 1969. Yearly growth rates of 11, 12, and 13 percent proved to be the rule rather than the exception during the sixties.

As the universities, like Topsy, just “grow’d,” three aspects of this unprecedented growth became markedly evident: increasing “participation rates,” phenomenal expansion of graduate studies, and rapidly accelerating costs.

The growth of full-time enrolment in the universities during the sixties was a function of the growth of Canadian and provincial populations only to a slight extent. The most significant factor was that more and more high school graduates were electing university studies.

The 1966-1967 Annual Report of the Universities Commission comments:

The main reason for the upsurge in university-level enrolment is NOT just that there are more young people of “university age” living in Alberta than there has been in the past. The fact is that an increasingly large percentage of these people are attending universities and junior colleges in the Province;

that is, the “participation rate” is increasing. The summary table below will outline this:

Year	18-24 Age Group in Alberta	University level enrolment in Alta*	as a %
1960-61	124,000	7,000	5.6%
1963-64	136,000	10,600	7.7%
1966-67	150,000	16,500	11.0%

*University-level enrolment at both universities and junior colleges.

As indicated above, the “participation rate” has shown a remarkable increase over the past few years. By way of comparison, the rate for the rest of Canada was about the same as that for Alberta whereas in the United States the rate is close to twenty percent. The latter percentage, however, probably includes some junior college enrollees who in Canada are in other sorts of institutions.

“Participation rates” help to rationalize the great university growth of the sixties, but one is tempted to contemplate how this measure might be used in the formulation of public policy. Is a 20 percent rate optimum? Should society strive for a 50 percent “participation rate” or is nothing short of 100 percent deemed acceptable? If the current participation rate is assumed to be 25 percent, does it follow that the remaining 75 percent constitute a “latent pool of talent” waiting to be proselytized? The question becomes a critical one in the development of the second Athabasca University.

A second aspect of the extraordinary growth in the total population of the University of Alberta was the even more remarkable growth in graduate studies. In 1956 there had been 205 students enroled in graduate studies at the University of Alberta. Ten years later, the number had grown to slightly over 1.6 thousand, and by 1970 3 thousand students were enroled in graduate programs at the University of Alberta and the University of Calgary. Graduate studies tend to be expensive, since the ideal relationship of student to professor approaches one to one. Facilities and services for graduate work also conspire to make graduate studies an expensive enterprise. On the other hand, graduate studies are necessary if the country desires self-sufficiency in technological, scientific, medical, and social expertise. As well, new faculty members were desperately needed to instruct the waves of new enrollees. So often during the sixties, it was perceived by the public and the press that too many of the universities’ resources were deflected towards graduate work and away from undergraduate instruction. Indeed, when the Stewart Report on colleges in Alberta suggested that junior studies—that is, first and second year instruction—be offered only at junior colleges, the University of Alberta balked at the proposal, arguing, in part, that their own junior studies were needed to help support the graduate program.

There was a feeling that freshmen at the large provincial universities never saw real live professors and that a freshman lecture consisted of 300 students grouped around a television set. Rightly or wrongly, a general feeling developed during the sixties that undergraduates were suffering from a benign institutional neglect. Of course, the universities' severest critics, its own recent graduates, fueled the flames of public concern with horror stories of how badly they themselves had been taught. The illiteracy of many university graduates then (and now) provided, for many minds, positive proof that the universities were simply not providing satisfactory undergraduate instruction. Regardless of the truth or falsehood of this view, it becomes clear that the view of the freshman as the neglected bastard child of the university system prevailed when Athabasca University was created.

A third aspect of the growth phenomenon at the universities that demanded attention was that of costs. In January, 1970, the Honourable Robert Clark, Minister of Education, presented a white paper (appendix 2) to the Alberta Legislature, entitled *Post Secondary Education Until 1972*. Mr. Clark's policy statement includes this paragraph:

Apart from student fees, which currently support approximately fifteen percent of the total cost of current operation, the universities of the province draw their support almost exclusively from provincial revenues. Ultimately, Alberta receives yearly grants from the Government of Canada, roughly equivalent to one-half of the operating expenses of all post-secondary institutions including universities; the Alberta Government must, however, allocate during each fiscal year sufficient funds to support the universities. Further, it must provide, without any assistance other than from public subscription, all the funds necessary to meet the universities' needs for building and equipment.

During the 1965-1966 academic year, the operating expenditures of the university in the province (the University of Alberta at its Edmonton and its Calgary campuses) stood at \$28.5 million. By the 1968-1969 academic year the operating expenditures (by this time, for the University of Alberta, the University of Calgary, and the University of Lethbridge) had grown to \$64.5 million; and a year later they stood at a staggering \$82.5 million!

On the capital side of the sheet, that is, expenditures on land acquisition, buildings, furnishings, equipment, and library books, the Province of Alberta spent \$11 million in 1960-61, \$18 million in 1965-66, and \$45 million in 1967-68. During the sixties, Alberta spent \$208 million in capital expenditures on its universities.

It's fair to say that the Government of Alberta was, during the sixties, generous to its universities. It was becoming clear, however, that university costs would have to be controlled and even curtailed if the Government was to pay much attention to its other funding responsibilities.

Although it is true that the existence of Athabasca University was predicated upon surging university enrolments, it is equally true that the nature of the

university as envisaged by the Government was shaped by the growing "participation rate" of the eighteen to twenty-four year old age group in university studies together with the growing perception that the existing universities were neglecting the undergraduate. The general feeling among people and politicians that the universities were "fat," and the absolute necessity of bringing costs into line, were to have consequences for all Alberta universities.

It is perhaps easier to consider and offer comment on the effects of the growth in universities than it is to comment on the causes of the evident popularity of university studies during the sixties. Indeed, if there had been genuine understanding of the reasons why students were flooding the universities in the sixties, the declines in the current decade might have been predictable.

The causes of the unprecedented growth of the universities during the sixties are many and complex: which means the causes are not fully known, and those that are known are not well understood. It is customary to link the rapid growth in university enrolment to the launching of the Russian space satellite "Sputnik" in the fifties and the subsequent desire of the Western world to catch up, in a technological sense, to the Russians. No doubt the cold war and the Russian advances spurred the Western world into a great push for scientific and technological education, but it would be an oversimplification to attribute university growth in free Western societies simply to the need for more scientists and technicians.

There existed at the time a feeling that university-trained people were remarkably productive and contributed greatly to the Gross National Product, that measure of Canada's prosperity. Since a larger G.N.P. presumably was a good thing, anything that contributed to its enlargement was also good, and university education qualified. The Economic Council of Canada's Second Annual Review gave respectability to this viewpoint in 1965 when it reported that "Education is a crucially important factor contributing to economic growth and to rising living standards." The same publication reports: "The benefits of increased education, according to certain calculations and assumptions, are estimated to have accounted for a share in the general order of one quarter of the increase both in the average standard of living and in the productivity of Canadians from 1911 to 1961."

Many students saw clearly the prospects of better jobs and the good life following naturally and inevitably from a university degree. Indeed, university graduates in the fifties and early sixties (unlike those of the present) usually had many job offers and any number of post-degree choices.

Certainly the people who cherished knowledge for its own sake as something personal and almost holy continued to find sustenance and joy within the walls of the university even though university education had become a "public necessity."

During those halcyon days of rapid growth in the universities, there does not seem to have been any suggestion that the demand for university places would not be met. It would have been heretical at the time for anyone in authority to suggest that everyone who wished to study at a university not be allowed to do so, although we lived easily with the thought that not everyone who wanted to was allowed to study medicine. We did not think then in terms of limits to growth. Rather, there was (and perhaps still is) a basic tenet of our collective consciousness that held that since growth is a good thing, the more growth the better.

The first recognition of the need for a second university in the Edmonton area appears to have been made by Dr. Walter Johns while he was President of the University of Alberta. On November 18, 1964, speaking to the Edmonton Chamber of Commerce, Dr. Johns urged that a start be made on a second university near Edmonton. At the time the University of Alberta's enrolment stood at about 9.5 thousand full-time students. Dr. Johns expressed the view that population trends in Alberta indicated that Edmonton and its environs would experience very rapid growth. Coupled with this was the fact that the University of Alberta's limits to its physical growth were set by its site restrictions. Expansion of the University of Alberta's site would have to be at the expense of residential housing which surrounded it on three sides. By sheer coincidence, the very day Dr. Johns spoke to the Chamber, the *Edmonton Journal* editorialized that "...it is evident that the university here is going to require still more space in Garneau or a second campus."

There was, however, a long road to traverse before the seminal idea of a second university in the Edmonton area took hold and became a reality. It was one thing to recognize a need for a second university and quite another to decide what kind of university it should be, what programs it should offer, where it was to be built, how it was to be governed, and how many dollars were to be allocated to its construction. In fact, the idea was to have a six-year gestation period, and when the government decided to act, it did so with great dispatch just as the need for a second university disappeared.

The year 1966 was one of great significance for higher education in Alberta. Before that year, the University of Alberta, chartered in 1906 (the year after Alberta became a province), had been the only university in the province. In the late fifties a satellite campus of the University of Alberta had been established in Calgary, and that campus had also enjoyed great growth during the first half of the sixties. Inevitably, difficulties arose between the Calgary campus and the parent university in Edmonton, and mounting pressure on the Provincial Government led it to charter the University of Calgary as the second provincial university. The mechanism for chartering the University of Calgary was the enactment by the Legislature of the Universities Act in 1966. The Act continued the existence of the University of Alberta, created the University of Calgary and provided that:

The Lieutenant Governor in Council may, from time to time, establish such additional Provincial universities as he thinks necessary or desirable in the public interest, with such names as he considers fitting.

Apparently, the mounting interest in, and apparent necessity for, additional university facilities in the province had so taken hold by 1966 that the framers of the Universities Act had found it necessary to anticipate “additional Provincial universities.”

The Universities Act went on to specify how the universities were to govern themselves; what the respective powers, duties, and responsibilities of the Board of Governors, General Faculties Council, and Senate were to be; and what the composition of the School and Faculty Councils, their memberships and their responsibilities were to be. The Act also created a “Universities Co-ordinating Council” with the duty “to inquire into any matter that, in its opinion, requires or would be assisted by co-operative decisions or actions by the general faculties councils of the universities and to make recommendations in connection therewith to any general faculties council.” The Universities Act dealt with a host of other matters ranging from a Students’ Union to religious freedom to a prohibition against the universities’ purchasing dogs for research purposes.

A very significant portion of the new Act dealt with the creation of the “Universities Commission” (later changed officially to the “Alberta Universities Commission;” it will, in keeping with common usage, be referred to throughout simply as the Universities Commission). By the creation of the Universities Commission, the Government sought to set a buffer or “interface” between itself and its two universities. Among other things, the Universities Commission was required by the Act: “To act as an intermediary between the Government and the universities and between the universities” and “To regulate the extension, expansion or establishment of university programs, services or facilities in order to avoid undesirable or unnecessary duplication.”

Prior to the passage of the Universities Act, the University of Alberta had dealt directly with the Government through the Minister of Education. With the passage of the Universities Act, the question of additional university facilities for northern Alberta became a triangulated affair with the University of Alberta, the Universities Commission, and the Government all deeply concerned. It ought to be remembered that, in the ensuing four years, that is, from the enactment of the Universities Act to the creation of Athabasca University, the question of the necessity of additional university facilities in northern Alberta was never at issue. Each September the preliminary enrolment figures of the University of Alberta simply confirmed what had become a permanent feature of university life in the sixties—the growth and popularity of university studies continued to strain both the physical and human capabilities of the university. By the simple process of extrapolation based on the relentless regularity of 12 and 13 percent annual growth in student numbers, it was clear to some that the University of Alberta would

have 30 thousand students by 1975 if it were allowed to grow unimpeded. It was equally clear that the site restrictions of the University of Alberta precluded growth of this magnitude. The question was simply what kind of new facilities were to be built to accommodate "the unwashed hordes."

Prior to 1966, the Minister of Education, on the advice of a Cabinet committee (called the Survey Committee on Higher Education), had set an upper limit on enrolment at the University of Alberta at 18 thousand full-time students. The University of Alberta was instructed to prepare a master plan showing the numbers of students to be accommodated in each faculty and school at the planned 18 thousand maximum. However, setting the upper limit of the University of Alberta at 18 thousand, although it may have been a welcome decision, especially for planning purposes, left unanswered the larger social question of what to do with the surplus matriculants once the 18 thousand maximum was reached in a few years.

A bench mark in the growth of the idea of additional university facilities for northern Alberta occurred on June 2, 1966. On that date the Academic Planning Committee of the University of Alberta, which was chaired by Dr. Max Wyman, then Vice-President (Academic) and later President of the University of Alberta, presented a report to the General Faculties Council entitled *Additional Facilities For Higher Education in Edmonton Area After Present Site Reaches 18,000 Students*. The report was presented by Dr. W.A.S. Smith, Executive Secretary of the Committee and author of the report. In his prefatory remarks to the General Faculties Council, Sam (W.A.S. Smith) noted two reasons for the Planning Office to concern itself with additional university facilities in the Edmonton area. In the first place, no reply had been received from the Government to the Board of Governors' call for a Royal Commission to study the total provincial picture with regard to higher education. Secondly, Sam contended "that it is difficult, if not impossible, to plan sensibly for this institution without knowing what the nature of the unquestionably necessary additional facilities for higher education in the Edmonton area will be...." In essence the report pointed to the possible alternatives for additional facilities by establishing "a degree-of-autonomy-continuum" ranging from an independent university at one end to an "expanded campus" at the other. The report assesses the pros and cons of the alternatives and concludes with the recommendation that: "In order to meet the need for additional University facilities in the Edmonton area after the present campus of the University of Alberta reached its maximum of eighteen thousand students, this University expand immediately on proximate sites." Of the four alternatives postulated, an independent university, a satellite campus, an affiliated institution, or an expanded campus, the Committee (and subsequently the General Faculties Council and the Board of Governors) endorsed the idea of an expanded campus.

Parenthetically, a clue to the Government's ultimate decision might have been gleaned from the fact that the Committee viewed an independent university

as the least realistic alternative. The Academic Planning Committee simply felt, in the words of Sam Smith, “that staffing problems would be difficult, if not impossible, in an independent degree-granting University in the City of Edmonton.”

The recommendation of the Board of Governors to the Government that the University of Alberta be allowed to expand on “proximate sites” brought the whole problem of additional university facilities for Edmonton into perspective. A month after the University made its recommendation to the Government, the Board of Governors received a well-reasoned and well-presented brief from Mayor Richard Fowler of St. Albert in which the town (not a city at that time) invited the University to locate its second campus in St. Albert. The brief (probably written by Professor J.J. Bakker of the University of Alberta’s Engineering Faculty and also a town councillor in St. Albert) was the first of many representations to the University and the Government for the plum of new university facilities. University facilities were thought of as a great economic generator to any town or municipality lucky enough to secure them. The “town” still welcomed the “gown” in 1966.

Another development occurred in 1966, which some detractors would insist could have happened only in Bible-belt Alberta. Just as church-related colleges and universities throughout the country were, for a variety of reasons (most connected with finances), coming under the wing of government, some people in Alberta were contemplating the establishment of an ecumenical, inter-denominational university. The movement was spearheaded by an Inter-Church Committee headed by Reverend T.L. Leadbeater of the Anglican Church and including representation from the United, Baptist, Lutheran, and Roman Catholic churches. Although there was a certain popular appeal in creating an inter-denominational university rooted in Christian principles, the idea met with resistance even within the Christian community. In the minds of the educational bureaucrats it was believed certain that God had ordained that education be secular.

At the time, its sister institutions considered the University of Alberta the “Mary Poppins” of universities in terms of student radicalism. When most universities in Canada were fortifying their administration buildings, the University of Alberta was merely piqued by a few radicals whose feeble voices were magnified out of all proportion by a news-hungry media. Certain members of the Cabinet commented publicly on the godlessness of the University of Alberta and its deleterious effects on young minds. Under the headline “Moral Decay Spreading in Our Schools—Hooke” the *Edmonton Journal* quotes the Honourable A.J. Hooke, Minister of Municipal Affairs, as saying, “The trash that has been invading the curriculum in the field of higher education should be done away with.” In a personal and confidential letter of November 15, 1966, from President Walter Johns to Dr. W.H. Swift, Chairman of the Universities Commission (quoted here with the permission of the author), the flavor of the times is captured in this passage:

I am sure at least some members of the Executive Council are prompted in their decision (inter-denominational university) by a feeling that the large provincial institutions of today, like their counterparts in the United States, are tainted with atheism, amorality and leftist protest. This is, of course, the case, just as it has been true of universities since they were first founded in Europe ten centuries ago.

The idea of an inter-denominational university, once rooted in the public consciousness, was not easily dislodged, and the Government was forced, albeit gingerly, to disavow the idea of an inter-denominational university. In what amounted to a policy statement, the Government issued a "press notice" on February 10, 1967 (appendix 1). It had been concluded that the University of Alberta should have a maximum enrolment of 18 thousand students. So far so good! The "press notice" then went on to concede that the idea of an inter-denominational university would "have the support of a very substantial body of our citizenry," and that, although the Government was very sympathetic to the proposal, time considerations "with the student pressure on the horizon" precluded immediate implementation of such a proposal. Accordingly, the idea of an inter-denominational university was committed to the limbo of "the not-too-distant future." Astoundingly, however, the same press notice that shelved the inter-denominational university because of the pressures of time, went on to say that the province would now, under those very same pressures, proceed with a fourth university in Alberta!

If one ignores the verbal gymnastics and convoluted reasoning of the "press notice," two elements of Government policy emerge. First, Government policy confirmed that the University of Alberta was to be held to 18 thousand full-time students. Secondly, the Government had decided to respond to the pressures of surging enrolments by establishing a fourth university in Alberta. Thus, a new dimension to the question of additional university facilities for northern Alberta was added. Not only were additional university facilities, long considered necessary beyond question, to be provided, but also they were to be furnished by way of a fourth university.

Six months later, in September, 1967, in a gesture somewhat prophetic of how the fourth university would be constantly subjected to the vicissitudes of government whim, the Universities Commission was advised by the Minister of Education, the Honourable Raymond Reirson, "that it has been decided to defer or postpone the start of a fourth university campus which was in contemplation for the Edmonton area." The reason given for the delay was the Government's inability to foresee in the immediate future the availability of capital funds. At the same time the new upper limit on full-time enrolment at the University of Alberta was set at 21 thousand.

Over the next three years, the question of a fourth university for Alberta received considerable attention from a variety of interested organizations. As the new upper limit on the University of Alberta was increased to 25 thousand and then to 27 thousand, that institution called for some relief. The Alberta

School Trustees Association and the Alberta Teachers Association urged the Government and the Universities Commission to take some action lest qualified matriculants be denied entry to a university. Municipal organizations lobbied the politicians and went on record as wanting the new university sited within their jurisdictions. Rarely did a meeting of the Universities Commission pass without some reference to additional university facilities for Alberta.

One thing that became abundantly clear during this period was that the question of a fourth university could not be considered in a vacuum. Everything was connected to everything else, and the way in which the Government chose to meet the demands of escalating university enrolment impacted heavily on the other universities, the colleges, and the technical institutes. The feeling developed that education in Alberta needed to be viewed and planned as a totality. In June, 1969, the Government created the Commission on Educational Planning and seconded Dr. Walter H. Worth, Vice-President (Planning and Development) at the University of Alberta, to head the Commission.

The Commission on Educational Planning's report was not due until 1972, but the decision concerning a fourth university could not be postponed until then. Allowing for a three-year pre-operational planning and building period would mean that the new university would not be operational until 1975, at which time the University of Alberta would have in excess of 30 thousand full-time students!

A Fourth University for Alberta

In January, 1970, the new Minister of Education, the Honourable Robert Clark, presented a white paper on post-secondary educational policy to the Alberta Legislature (appendix 2). This policy statement is something of a rarity in documents dealing with education in that it is reasonably short, well-written, comprehensive, precise, and tightly reasoned. The white paper states general guidelines for the post-secondary system, endorses the commission form of government for the universities and colleges, and sets out expectations for each university and for the colleges and technical institutes. The policy statement also clarifies government policy regarding a solution to the numbers problem at the University of Alberta, and asserts that "the construction of a fourth university must be commenced immediately to be completed within three years." Based on factors such as the availability of public services, the Government decides to site the new university in St. Albert. Finally, the policy statement sets out the Government's expectation for the new university:

The Government proposes to appoint a Board of Governors for the fourth university early in 1970 with an immediate commitment to plan a campus for 5,000 students. While recognizing the importance of granting this board the widest degree of freedom in planning the new university in consultation with the Universities Commission, the Government will, nonetheless, set certain guidelines for its development.

The Government considers that this new member of the university system should reflect unique educational objectives. The university should limit its undergraduate programs to faculties in arts, science and education. At the graduate level, the Province's fourth university should stress the humanities and the social sciences. With its major research efforts limited to disciplines in these fields, our fourth university should contribute uniquely to the cultural and social life of the province.

The siting of Alberta's fourth university in St. Albert, although a Government decision, was based on a lot of objective work by the Universities Commission. At the suggestion of Mr. J.R.B. Jones, a professional engineer, retired Brigadier-General of the Canadian army, and Capital Development Officer of the Universities Commission, the Edmonton Regional Planning Commission was asked for suggestions about possible university sites within a 20-mile radius of central Edmonton. In an excellent 114-page report, which was presented in September, 1968, the Planning Commission listed ten possible sites in Edmonton, St. Albert, Devon, and Leduc. Thereafter, the Government decided that the new university should be located in the St. Albert area. The Universities Commission (with the help of Bob Jones and Stanley Associates Engineering Ltd.) considered four sites in St. Albert and rated the sites according to desirability in terms of access, cost of services, cost of acquisition, and aesthetics. The Government decided on the 800-acre site which the Universities Commission had listed as the most desirable. The selected site was desirable from many points of view, not the least of which was the fact that very little land would have to be purchased because the Government itself owned a large, beautiful, wooded portion of the site, and the Federal Government owned another large portion of the site. Moreover, the Government of Canada was prepared to give its land (on which were situated some unused buildings that had once served as an Indian Residential School) to the Province of Alberta on condition that the land be used for educational purposes. As events unfolded, the land was never used for educational purposes and it's possible that the Provincial Government currently holds the land illegally.

The expectations of the Government for the new university, as spelled out in Bob Clark's policy statement, reflected both the necessity of providing additional university space and the general feeling that the neglect of the undergraduate in the large multiversity needed to be corrected. The guidelines for the new universities were articulated by a small informal ad hoc committee consisting of Dr. T.C. Byrne, the Deputy Minister of Education, Dr. A. Marino Kristjanson, the Academic Planning Officer of the Universities Commission, Dr. Walter H. Worth, Dr. W.A.S. Smith of the University of Lethbridge, and Dr. Lorne Downey of the Human Resources Research Council.

While there was a general consensus within the ad hoc committee that the new university must have purpose and a clear sense of direction; the Universities Act allowed only the Lieutenant Governor in Council to establish

a new university and to name it. It was therefore necessary to have the Universities Act amended so that the activity of the new university could be spelled out and circumscribed. A 1970 amendment to the Universities Act reads:

For the purpose of maintaining a co-ordinated balance of learning in universities throughout Alberta, the Lieutenant Governor in Council may, with respect to any university established under subsection (2), set out educational objectives and guidelines.

The final piece in the puzzle was the choice of a name. No name, of course, could be selected that would meet with universal approval. However, the Universities Commission, probably at the suggestion of Tim Byrne, unanimously agreed to recommend the name “Athabasca University” to the Government. The word “Athabasca” is a variation of a Cree word meaning “where there are reeds.” “Athabasca University” was thought suitable in that northern Alberta had once been called the Athabasca Territory. As well, the Athabasca River is wholly Albertan, rising in the eastern slopes of the Rockies, flowing northward, and emptying into Lake Athabasca. Besides, there was an acceptable neutrality about the name “Athabasca University.” Some people had suggested the name of the new university be “Ernest C. Manning University,” which would have proved interesting when the Conservative Party took power in Alberta in 1971.

On June 25, 1970, the Lieutenant Governor approved and ordered Order in Council 1206/70 (appendix 3) which established Athabasca University, sited the new university in St. Albert, set conditions on its curriculum and instructional objectives, and appointed an “interim governing authority” to “undertake the planning of the university and such other actions as are deemed essential to make the university operative.”

The Cabinet was under considerable pressure from Social Credit members of the Legislature and from many party members in the matter of making appointments to the interim governing body of Athabasca University. While appointments to boards and commissions are often politically motivated under the Canadian parliamentary system, governments must pay due respect to public opinion and the public's tolerance of patronage. The appointments to the interim governing authority of Athabasca University trod lightly between political patronage and legitimate concern to see the new university get a proper start.

The Chairman was Mr. Justice Carlton W. Clement. Carl was, until his appointment to the Appellate Division of the Supreme Court of Alberta, a senior partner in the prestigious Edmonton law firm of Clement, Parlee, Irving, Mustard and Rodney.

Also appointed was Mrs. Marilyn Pilkington Shaw (she prefers Marilyn Pilkington) of Calgary, a young recent graduate of the University of Alberta.

Marilyn had served as President of the Students' Union in her final year at the University of Alberta and was working on a master's degree at the University of Calgary. Marilyn's appointment proved to be exceptionally lucky because she, above all other members, understood the working of the modern multiversity, and she was familiar with current student attitudes and concerns.

The third appointee was Richard S. Fowler, former mayor of St. Albert and resident of the town. Since the very earliest mention of a fourth university, Dick had, in his capacity as mayor, worked diligently in obtaining the new university for St. Albert. There was a sure logic connected with Dick's appointment because of his early connection with the university and his residence in St. Albert. He was also a Social Credit party member.

Dr. T.C. Byrne's appointment was a necessary one. As the Deputy Minister of Education since 1966, a member of the Universities Commission, and leader of the ad hoc group who had suggested the guidelines for Athabasca University, Tim was appropriate for many reasons, but especially as a liaison between the Government and the Governing Authority.

Ronald Clarke of Edmonton was the one member of the newly appointed interim governing authority with experience in the building industry. An architect and a member of the Royal Architectural Institute of Canada, Ron Clarke was a partner in the firm of Clarke, Saunders, Bocock at the time of his appointment. Ron also had a high political profile, as he was closely involved with the Social Credit party, having once served as Treasurer to the party.

Dr. A. Marino Kristjanson was, like Tim Byrne, another appointee with connections to the early origins of Athabasca University. A Ph.D. in chemistry who was instrumental in the creation of the Regina campus of the University of Saskatchewan, Kris now served as Academic Planning Officer of the Universities Commission. Widely read and knowledgeable on developments and innovation in higher education, he probably served on more committees at any given time than any other person involved in higher education in Alberta.

The vestiges of the inter-denominational university in which the Christian influence was to predominate probably led to the appointment of Reverend Edward M. Checkland of the First Baptist Church in Edmonton. A 1943 graduate of McMaster University and an exceptionally well-read man of extremely wide interests, the "Rev" brought a humane intellect to bear on the deliberations of the Governing Authority.

Dr. S. Gordon Geldart of Edmonton was the last appointee listed in the Order in Council. A dentist by training and profession, Gordon was a professor in the Faculty of Dentistry at the University of Alberta. He had also served a term from 1963 to 1967 in the Alberta Legislature as the Social Credit member for Edmonton West.

chapter ii

The Early Months, June, 1970 - May, 1971

First Meeting

The first meeting of the Interim Governing Authority of Athabasca University took place on July 2 and 3 at stately Government House in Edmonton. With Carl Clement physically and metaphorically well settled in the Chair, the members set about marshalling their collective energy, talent, and thoughts to do whatever was necessary to make Athabasca University a functioning reality. The magnitude of the task before the seven members (Marino Kristjanson was unable to attend the first meeting) must have seemed great; and when a Mr. Bathory of the Provincial Department of Public Works made a presentation suggesting that Athabasca University would have 10 thousand students by 1979 and would expend \$70 million on buildings and facilities in the process, the task must have seemed frighteningly formidable. But there was never any suggestion then or subsequently that the members of the Authority were unequal to the task.

To anyone with a penchant for acronyms, the title of "Interim Governing Authority" was clearly unsuitable, and its use was somewhat cumbersome. Accordingly, the members decided, by resolution, to style themselves the Athabasca University Governing Authority.

Carl Clement, always exercising the prudence of his profession, noted that the Governing Authority did not appear to be a body corporate under the legislation, and therein lay some possible future difficulties inasmuch as the individual members would not enjoy the usual amenities and protections (after several months and much persistence on the part of the Chairman, this deficiency in the Universities Act was corrected).

Not unexpectedly, much of the discussion in that first meeting was general in nature, for nobody had a blueprint or handbook on how to create an innovative new university. We find members expressing personal views and reminiscences, and the discussion ranged from the practical to the sublime. Pressing needs such as office space, a bank account, some operating funds,

and the appointment of legal counsel were discussed, as were such weighty subjects as the nature of productive and unproductive research, the desirability of a coat of arms, whether automobiles should be allowed on campus, the equally bad effects on the university of the leftist existentialists and the behavioral psychologists, whether there should be students on tenure committees, the acceptability of mixed student residences and “why the sea is boiling hot/ And whether pigs have wings.”

It would be a serious disservice to the Governing Authority to dismiss this first meeting too lightly. Clearly, in this or any other enterprise that attempts to break new ground, there must be talk, talk, and more talk. A lot of ideas must be thrown on the table, examined critically, and, if found wanting, discarded. Many false starts must be made and many blind alleys followed, and then and only then does “the right thing to do” emerge. As an example, the question of the nature of university research was, and still is, a burning issue. On that subject Reverend Checkland is quoted as saying that very often university researchers take the position that having the power to do something confers both the right and the necessity to do it—what can be done, must be done. Certainly, the Governing Authority was in no position to decide at its inaugural meeting whether research at Athabasca University should subscribe to the traditional view elucidated by Reverend Checkland, or whether it should be “goal-oriented;” but the issue would have to be faced in the not-too-distant future.

One senses that the Governing Authority took very seriously the portion of the Order in Council that enjoined the University “to explore and to institute if deemed desirable, new procedures in curriculum organization and instruction.” Marilyn Pilkington urged that Athabasca University become a “true alternative” to the University of Alberta and not just a smaller version of the larger institution. Throughout the history of the first Governing Authority, innovation in higher education became the cornerstone of its thinking—not change for change’s sake, but new ways of doing things, new approaches to the problems of size and impersonality that were crippling the more established universities. There were, of course, dangers in setting out to be innovative, and occasionally throughout the years of survival the argument for change would reduce to the simple generalization that whatever was done at an existing university must, by definition, be wrong. Many times Athabasca University condemned itself to re-inventing the wheel by ignoring those forms and processes that the established universities had found to work very well. On the whole, however, and throughout the life of the first Governing Authority, there existed a genuine and abiding fidelity to the idea of creating a truly new university at the forefront of the educational frontier. It would have been so easy to revert to the old ways, but to its everlasting credit, the Governing Authority clung tenaciously to the idea of the “true alternative.”

On the practical side, the Governing Authority did what every human institution has done from time immemorial: it created committees—a Finance

Committee with Dick Fowler as Chairman, an Academic Planning Committee with Marino Kristjanson as Chairman, and a Building Committee with Ron Clarke as Chairman. The creation of these committees was a sensible move. There was a strong feeling, well articulated by Ron Clarke, that academic and physical planning should proceed hand-in-hand so that the academic activity of the new university would not be prisoner to its architecture, and so that form would truly follow function—noble and sound sentiments so easily verbalized, but, as subsequent events were to prove, very difficult to achieve. There are, after all, recognized methods, well-established procedures, and a legion of professionals available to assist one in erecting a building. This is not the case for planning the academic constituent of an innovative university in Canada. Under the pressure of opening facilities to accommodate 2 thousand students in 1973, physical and academic planning quickly slipped out of synchronization.

Quite rightly, the Governing Authority recognized the necessity of engaging a president. It must be recognized that the members of the Governing Authority were all otherwise gainfully engaged; they were not employees of Athabasca University nor did they receive remuneration for their efforts. The creation of Athabasca University as an operational institution of higher learning needed the full-time attention of a president and a planning staff, and, understandably, the question of the engagement of a president was raised at this first meeting. The minutes of this first meeting also bear this disturbing entry: "He (the president) would have to be a strong administrator in sympathy with the aims of Athabasca. He would have to be fitted into the critical path of the model."

All in all, July 2 and 3 augured well for the new university. The members could discern a mutual unity of purpose; the Chairman was resolute; the task was clearly defined, and only occasionally did some utterance or other presage tough sledding ahead.

After the first successful meeting of the Governing Authority, its work for the next year settled into three discernible paths: organizational planning, academic planning, and physical planning.

Organizational Planning

One of the many pressing needs of the first Governing Authority was a place to meet and conduct its business. Accordingly, Carl Clement and Ron Clarke leased, on behalf of the Governing Authority, a suite of offices on the fourth floor of the I.B.M. Building at 10808-99th Avenue, in downtown Edmonton. With five private offices, a reception area and a spacious board room, 406 I.B.M. Building served the early needs of Athabasca University very well. The offices had the added advantage of being reasonably close to the University of Alberta, the Universities Commission offices, and the places of work of most of the members of the Governing Authority. Locating the offices of the Governing Authority in St. Albert, ten miles from downtown Edmonton, as

had been suggested by the Town of St. Albert, would have been nicely symbolic but very impractical.

A second pressing need was that of operating funds, and these were provided by the Universities Commission in the amount of \$80 thousand to March 31, 1970, and \$250 thousand to March 31, 1971. The Governing Authority, by proper resolution, appointed the Toronto Dominion Bank as banker to the Authority, and funds were deposited in the Financial Building branch just two blocks from the Governing Authority's offices.

As noted earlier, Carl Clement was of the opinion that since the Governing Authority was not a body corporate under the Act, the members did not enjoy the usual amenities and protections. Carl believed as well that sections four to seven of the Universities Act, which had been enacted just prior to the creation of Athabasca University, were not properly drafted. At his insistence, the offending sections were amended in 1971. Probably out of great respect for Carl and his sound judgement, the Government for the first and last time acted with remarkable swiftness on legislative matters relating to Athabasca University. The relevant sections are shown below:

1970	1971
<p>(4) Where an additional university is established under subsection (2) the Lieutenant in Council may, after consultation with the Universities Commission and other interested persons, appoint an interim governing body consisting of such persons as the Lieutenant Governor in Council considers necessary.</p>	<p>(4) Where an additional university is established under subsection (2) the Lieutenant in Council [sic] after consultation with the Universities Commission and other interested persons may:</p> <ul style="list-style-type: none">(a) Establish an interim governing body for the university.(b) appoint the members of the governing body and designate one of them as its chairman.(c) specify the name of the interim governing body.(d) confer or impose upon the interim governing body any powers or duties he considers necessary in connection with the carrying out of its responsibilities.
<p>(5) The term of the interim governing body shall be limited to one year from the date of the order establishing the university under subsection (2), unless extended by order of the Lieutenant Governor in Council.</p>	<p>(5) An interim governing body established under subsection (4) is a body corporate with the name given to it by the Lieutenant Governor in Council and consisting of the persons who are from time to time appointed as its members.</p>

- (6) An interim governing body appointed under subsection (4) has authority to exercise the powers vested in the senate, the board and the general faculty council.
- (6) An interim governing body shall be deemed to be dissolved at the expiration of one year from the effective date of the order establishing the university, or at such later date as the Lieutenant Governor in Council from time to time may fix, and the Lieutenant Governor in Council may make any order he considers necessary in respect of the disposition of the rights, property, debts and obligations of the interim governing body upon its dissolution.
- (7) The senate, the board and the general faculty council are respectively bound by any exercise of the powers by the interim governing body.
 - (a) may exercise or perform the powers and duties of
 - (i) The chancellor, until the election of the first chancellor,
 - (ii) The president, until the appointment of the first president,
 - (iii) the senate, until the commencement of its first meeting,
 - (iv) the board, until the commencement of its first meeting, and
 - (v) the general faculties council, until the commencement of its first meeting.
- (7) Notwithstanding anything in this Act an interim governing body of a university
 - (a) may exercise or perform the powers and duties of
 - (i) The chancellor, until the election of the first chancellor,
 - (ii) The president, until the appointment of the first president,
 - (iii) the senate, until the commencement of its first meeting,
 - (iv) the board, until the commencement of its first meeting, and
 - (v) the general faculties council, until the commencement of its first meeting.
 - and
 - (b) may exercise the powers and duties referred to in clause (a) either in its own name or in the name of the chancellor, the president, the senate, the board or the general faculties council, as the case may be.

Unfortunately this was only the beginning of Athabasca University's legislative troubles.

Parenthetically, it would appear that the "interim governing authority" of Athabasca University was, in the first instance, a unicameral governing body, and it would seem that it could remain such for an indefinite period.

Throughout the first year of existence, the Governing Authority grappled with the need for staff—qualified, adaptable, and dedicated people whose full attention and energy could be devoted to the task of making Athabasca University a functional reality.

Through Tim Byrne, who was at the time Deputy Minister of Education, the Governing Authority was able to use some of the resources of the Department of Education on a temporary basis. Dan Powers, an employee of the Department of Education (and now a reporter for the *Edmonton Journal*) served as ad hoc secretary to the first meeting of the Governing Authority. Thereafter, Mr. J. Frank Swan, a retired official in the Department of Education, gave able service to the Governing Authority on an ad hoc basis.

With the acquisition of office space at 406 I.B.M. Building, the Governing Authority engaged its first full-time employee in the person of Ingrid Miller, an attractive, pleasant, and extraordinarily capable stenographer-receptionist. It is arguable that the appointment of Ingrid Miller and the next appointment the Governing Authority made were among the best ever made at Athabasca University.

As the pace of building activity in the early months of Athabasca University's existence threatened to gallop ahead, completely unbridled except for the arm's-length restraining influence of the Universities Commission, the Governing Authority thought it wise and necessary to establish a position known as Capital Resources Officer—a “buildings” man on the University payroll and fully committed to its interest. After a nation-wide competition, the Governing Authority saw fit to appoint J. Arthur Webb to the position. Art was a 1944 graduate of the University of Alberta, a professional engineer, former contractor, former Director of Physical Plant at the Calgary Campus of the University of Alberta, and, more recently, Director of Physical Plant at the University of Victoria. In addition to being eminently well-qualified in a professional sense for the position of Capital Resources Officer, Art came equipped with two other qualities: impeccable honesty and abundant common sense. When the Governing Authority, its staff, and its consultants were caught up in the excitement of creating a new university, and when theorizing was the order of the day, the injection of common sense was thought of as an unwelcome intrusion into the whole process. To Art's everlasting credit he persisted in his obstinacy, and often provided some sober second thoughts that ultimately saved the Governing Authority from some serious mistakes.

The third permanent appointment to the staff of Athabasca University was the author, who joined the University in November, 1970, as Executive Secretary to the Governing Authority. Former Registrar of the University of Manitoba, the author welcomed the opportunity to become involved in an innovative new university. Also, Athabasca University provided a timely opportunity to shake the dust of the University of Manitoba from one's shoes just as

President Sirluck was enthroned and the university plunged itself into a modern dark age.

The Order in Council creating Athabasca University had, among other things, specified that Athabasca University was to be built entirely on a site north-east of the town of St. Albert. This site contained, as mentioned above, several buildings that had been used as an Indian Residential School. The school had been closed but the buildings and grounds were maintained by the Government of Canada, the owners of the site. With the imminent transfer of the site to the Provincial Government and then to Athabasca University, the Governing Authority engaged Mr. Joe Hunter as its fourth permanent employee on February 1, 1971. Joe's responsibilities were the continued security and care of the grounds and the buildings, duties he performed with great care and attention.

Obviously the most critical and important appointment to be made by the Governing Authority was that of a president. Early on it became clear that the successful translation of Athabasca University from idea to reality required the appointment of a first-rate, informed, industrious, and respected individual as President. Until the enactment of the Universities Act in 1966, university presidents in Alberta had been government appointees. The last appointed president was Sam Smith (of Academic Planning Committee fame) who became the first president of the University of Lethbridge. Hence the matter of the appointment of a president for Athabasca University was vested in the Governing Authority, because it exercised the functions of a board of governors to which the Act entrusted the responsibility of appointing a president. The Governing Authority accepted the advice of the Universities Commission which suggested, through Marino Kristjanson:

1. that the selection committee consist of three members of the Governing Authority and representatives of other universities.
2. that the committee commence its search in Alberta.
3. that the committee be armed with the aims of the university.

As it was finally constituted, the Presidential Selection Committee was chaired by Marino Kristjanson and included Gordon Geldart, Reverend Checkland, and Marilyn Pilkington as Governing Authority representatives, with Dr. Henry Kriesel, Vice-President (Academic) of the University of Alberta, also included, and, in the fashion of the time, Mr. Rod Burgess, President of the Students' Union at the University of Calgary. (When Mr. Burgess was removed from office and his status as a student cast in doubt, he was removed from the Presidential Search Committee and replaced by Mr. Trevor Peach.)

The Committee, in a predictable move, canvassed the Canadian academic community for qualified candidates. In all, "sixty-five to seventy names were considered by the Committee," and fifteen had been written to ascertain

whether or not they were interested in the position. In the final analysis, four persons allowed their names to stand, with one of the four withdrawing before the final selection. At a special meeting of the Governing Authority on Monday, April 26, 1971, called specifically to consider the report of the Presidential Selection Committee, Marino Kristjanson was able to report "that the Presidential Selection Committee had no clear-cut specific recommendation for the Authority." Each member of the Presidential Selection Committee expressed his views, and then Dr. Kriesel and Mr. Peach left while the Governing Authority attempted to reach a consensus. The Governing Authority eventually resolved to offer the position to Tim Byrne, who, of course, had absented himself from all meetings and discussions related to the selection of a president for Athabasca University.

That the Governing Authority should appoint one of its own members to the position of president was certainly received by some as untoward. To others, the appointment of a sixty-four year old Deputy Minister of Education with no university administrative experience hardly projected the image of an innovative, forward-looking university. But to the members of the Governing Authority who had come to know Tim Byrne over the preceding ten months, he was anything but an educational bureaucrat devoid of ideas and long in the tooth on education innovation. The Governing Authority had come to know Tim as an indefatigable worker fully consonant with, and knowledgeable about, both the temper of the times and the changes on the educational horizon. Articulate, persuasive, and almost papal when he spoke, Tim had spent a lifetime committed to wresting educational opportunity from an elite few and making it available to the masses. Astute and able in the politics of education in Alberta and skillful at reconciling divergent points of view, Tim enjoyed a paramount reputation in Alberta. As a member of the Governing Authority, and particularly in the development of the "Academic Concept," Tim provided leadership, and emerged as one who truly believed in Athabasca University. Although the Academic Concept was approved by the Governing Authority, its sum and substance was pure Tim Byrne.

A final facet of the Governing Authority's early organizational work was the drafting and adoption of a set of regulations to govern its own conduct. The regulations were drafted by Michael Rodney, Q.C., who had been appointed ad hoc solicitor to the University. The regulations, borrowed largely from Company Law, specified how meetings were to be convened, the powers of the Chairman, the appointment and powers of a Vice-Chairman, banking powers, execution of written agreements, out-of-pocket expenses and so forth. The regulations (which became by-laws when the Governing Authority became a corporate body in 1972) underwent several minor modifications before they were finally adopted. Although the regulations were rarely consulted as the Governing Authority conducted its business from month to month, one single regulation was later to have a profound effect on the second Athabasca University. In the section dealing with meetings, regulation

3.15 reads, “In the case of an equality of votes, the Chairman of the meeting shall have a second or casting vote.”

Academic Planning

Parallel with organizational planning for Athabasca University, the Governing Authority had undertaken what was variously referred to as a statement of aims and objectives, a statement of purpose, or an Academic Concept. The Order in Council had specified that Athabasca University was expected to excel in undergraduate arts, science, and education, and to explore and perhaps institute new curriculum organization. But what direction was this innovation to take? How was the undergraduate to be elevated once again to a place of importance? How were the problems of size and impersonality to be solved? How were bridges across academic disciplinary lines to be rebuilt in the face of mounting insularity on the part of academic departments? What was to be the philosophic posture of the new university, and how was the university to be structured so that this philosophy could be so well inculcated that staff and students would not revert to the old forms? In short, what did the Governing Authority plan to do and how did it plan to do it?

The Governing Authority wisely chose to become informed of what was happening at other new universities that were attempting to solve the same vexing problems. Members of the Governing Authority and members of the staff visited many universities in Canada, the United States, and Great Britain in an effort to come to grips with the question of how best to launch Athabasca University. In Canada the members visited the Universities of Calgary and Lethbridge, Trent University, York University, and Simon Fraser University. In the United States, they visited the newer institutions with reputations for radical departures from the ordinary pathways of academe: the University of Wisconsin at Green Bay, the University of California at Santa Cruz, and Evergreen State College in Washington. In Britain, the members, with the help of the British Council, visited some of “the new six:” the University of Sussex near Brighton, the University of Kent, and the Open University in Buckinghamshire.

It can safely be said that these visits were useful beyond measure, as they opened wide the minds of the members who were serious about Athabasca University to the fresh winds of change.

The problem with developing a public statement on aims or philosophy or concept by consensus was that each member of the Governing Authority had ideas on what needed to be done, what was wrong with current undergraduate education, and what was ideal in terms of instruction and organization. But scattered ideas do not a system make. What was needed was someone able and willing enough to commit his or her ideas to paper, one who would not be paralyzed into inactivity by the thought of having his views scrutinized and criticized in the white heat of open debate. Two such people on the Governing Authority were Marilyn Pilkington and Tim Byrne. Each

produced papers for the consideration of the Governing Authority on the issue of “philosophy” or “concept.” Ultimately, it was Tim Byrne’s contribution that prevailed, and, with minor modifications, became known as the *Academic Concept*.

The *Academic Concept* (appendix 4) sets out the expectations the Governing Authority had for Athabasca University. Although it doesn’t threaten to dislodge Cardinal Newman in the literature of higher education, the *Academic Concept* does propose monumental and ambitious things for Athabasca University. In fact, some of its friends and critics claimed that the *Academic Concept* attempted to right too many wrongs; it attempted to make too many changes. Athabasca University was to redefine liberal education, break down disciplinary barriers, preserve the past, orient itself towards the future, dispense with the lecture system, involve undergraduates in research, stress learning rather than teaching, involve itself in “community outreach,” effect vast behavioral changes in its staff and students—and do all this economically.

Athabasca University was to be “modular” in organization. A “module” (called a college in an earlier age) was to be the basic unit of the University in both a physical and an academic sense. Small enough so that staff and students could “communicate” and large enough to achieve economy of scale, the module was to be the focal point of a student’s university activity where he was to “utilize the resources of the university to achieve his learning purposes.”

Packaged in a “systems” envelope, the University was expected to marshal “inputs” and spit out “outputs,” which are defined as “Persons, who after one-, two-, three- or four-year periods, display positive evidence of behavioural changes....” Moreover, “the quest for knowledge may no longer be justifiable as an end in itself.” “Knowledge for what?” becomes the “new dimension.” Thus education at Athabasca University is to be purposeful and directed; but the question needed to be asked—purposeful to whom and directed by whom? As one wag commented, “Athabasca University does indeed sound like a university of the future—1984.”

In a publication of the length and plasticity of the *Academic Concept* it is easy to take issue with single points and to quibble over the use of certain phrases. However, taken as a totality, the *Academic Concept* seems to have been acceptable to the majority of those who accepted the Governing Authority’s invitation to make their views known. The *Academic Concept* thus becomes a legitimate document.

The *Academic Concept* defies assessment because Athabasca University was never built, and the ideas, aspirations, and expectations it set out were never put into effect. It was, and remains, pure theory reflecting a certain eclecticism, embracing much of what was new on the educational horizon. It rejected much of the past and sought, perhaps naively, to orient Athabasca University towards the future. Above all, it is a document developed by

people of good will and rooted in an unshakeable confidence that "things can be better."

Physical Planning

Three things conspired to make things difficult (if not impossible) during the early life of Athabasca University for those responsible for planning physical facilities.

The Building Committee chaired by Ron Clarke had set its sights on planning physical facilities for a university of 20 thousand students and on actually building what was referred to as Element I, that is, sufficient facilities to house 2 thousand students and appropriate staff. This dual planning-building function was to be completed by September, 1973—just 37 months away. The twin task of planning the overall university and building Element I was complicated by the fact that services such as water supply, sewage, and roadways had to be built to the site, and this involved prolonged discussions with the Town of St. Albert, the City of Edmonton, and the Municipal District of Sturgeon.

Also, Bob Jones, the Capital Planning Officer for the Universities Commission, had suggested to the Governing Authority at its July, 1970, meeting that planning for the university should not be unduly influenced by the commitment to provide facilities for two thousand students by the fall of 1973. But, Mr. Robert Clark, the Minister of Education, stated as late as February, 1971, that the Government expected Athabasca University to open in the fall of 1973. In the early months of Athabasca University's existence, Ron Clarke had expressed every confidence that sufficient lead time existed for the building of Element I; but as the months slipped away, Ron repeatedly warned the Governing Authority that a 1973 opening date was becoming less and less of a possibility.

In addition to the pressures of a September, 1973, opening, a second constraint on building activity was the lack of any firm clues as to the essential academic nature of the new university. It was taken as axiomatic by members of the Governing Authority that physical facilities would have to take direction from and be suited to the academic activity of Athabasca University. But academic planning would not (and could not) be hurried. As Marino Kristjanson argued on behalf of the Academic Planning Committee: "while the interrelationship of academic and physical planning was inescapable, academic planning should not be rushed in order to meet a 1973 deadline." Without at least some basic academic decisions, the Building Committee could not even begin conceptual studies.

Ironically, a third constraint that slowed the advance of physical facilities for Athabasca University was the proponent of haste himself—Ron Clarke. In making appointments to the Governing Authority of Athabasca University, the Social Credit Cabinet had been under considerable pressure. Certain

prominent Socreds and members of the party faithful had “friends at court” who lobbied vigorously on their behalf. In the minds of many observers, some of the appointments to the Governing Authority were political in nature, and Ron Clarke’s appointment was widely thought, throughout the building industry, to be one of these. The sensitivity and power of the position of Chairman of the Building Committee is put into its proper perspective when one considers that \$70 million worth of work to the building industry in Alberta was at stake. Certainly the Universities Commission was wary, and it was determined that contracts for both planning and building would be properly bid and awarded. The Universities Commission laid down procedures for the Governing Authority to follow in its dealings with the building trades, insisted that these procedures be sedulously followed, and adamantly asserted its right to be consulted at every step along the way. So vexing was the involvement of the Universities Commission in the planning and building activity of Athabasca University that Dick Fowler, a member of the Building Committee, was moved to say to the Minister of Education during a meeting with the Governing Authority that “there was some doubt about who was building Athabasca University—the Universities Commission or the Governing Authority.”

In fairness to Ron Clarke, it should be said that, from the Governing Authority’s point of view, he performed well as Chairman of the Building Committee, so well in fact that he was elected Vice-Chairman of the Governing Authority when Carl Clement announced his intention to withdraw from the Governing Authority.

When Art Webb joined the University in October, 1970, his presence and reputation in the construction industry served to enhance the image of Athabasca University’s building activity; but it was never fully restored to its pristine purity. In fact, in October, 1971, just two months after the Conservatives of Peter Lougheed had unseated the Socreds of Harry Strom, Tim Byrne (by this time President of Athabasca University) was obliged to forward to Jim Foster, the new Minister of Advanced Education, “a brief resume of the procedures for selection of the architects, engineers and construction management team as designed and executed by the Building Committee and staff of Athabasca University.”

The work of the Governing Authority in terms of physical planning during the first year of Athabasca University’s life was basically organizational. At the second meeting of the Governing Authority on July 24, 1970, Ron Clarke presented a 24-page document entitled *A Program for Development of Physical Facilities for Athabasca University*, in which he argues convincingly that the Governing Authority should adopt the relatively new “construction management” technique of building as opposed to the traditional Architect-Engineer-Contractor-Sub-contractor sequence of professionals. Curiously, the Governing Authority, in response to Ron Clarke’s urging, merely authorized the advertising of a position called Planning Co-ordinator,

but, in what seemed like undue haste, actually authorized the Building Committee to initiate negotiations with a Mr. B.W. Brooker with respect to the key position of Project Director. (B.W. Brooker was head of a well-known structural engineering firm in Edmonton. From 1959-1962 Mr. Brooker had been Director of Physical Plant at the University of Alberta.) Almost immediately the Governing Authority recognized that it had acted too impetuously on the matter of a Project Director and that it was open to severe criticism for neither calling for the credentials of qualified people nor advertising the position. Over the next several months the matter of the appointment of a Project Director underwent a metamorphosis, and in September, 1970, the Building Committee was able to report that, following notices issued by the Alberta Association of Architects and the Professional Engineers Association, the Committee had received credentials from 49 engineering firms. After due consideration the Building Committee recommended the firm of B.W. Brooker to the Governing Authority for appointment as Project Director! By this time, however, the Governing Authority was more circumspect, and the portion of the Building Committee's report dealing with the appointment of a Project Director was held in abeyance until the Capital Resources Officer was "on board."

The Governing Authority never did appoint a "Project Director," but the concept of construction management remained inviolate although the form it took was somewhat changed from that suggested by Ron Clarke. Ultimately the Governing Authority and the Universities Commission did approve a "team approach" to construction management for Athabasca University, by which a consortium of engineering firms, a consortium of architectural firms, and a construction management firm were formed into a "Project Team."

Parallel with the efforts of the Governing Authority and the Building Committee to find an appropriate organizational structure to accomplish the building of Athabasca University, the Governing Authority was forced to address another pressing problem. The question of "off-site services" was critical. The problems of getting water to the St. Albert site and especially of disposing of sewage were formidable. Not only were there jurisdictional problems involving Athabasca University, the Municipal District of Sturgeon, the Town of St. Albert, and the City of Edmonton, but the whole question was complicated by the fact that the Town of St. Albert's sewage disposal facilities were fast approaching capacity. With the concurrence of the Universities Commission, the Governing Authority engaged Stanley Associates Ltd., a reputable Edmonton engineering firm that had prepared a site selection report for the Universities Commission, to study the problem of off-site services and to recommend alternative courses of action.

By May, 1971, when Tim Byrne was appointed president, physical planning could claim three advances: Art Webb had been engaged, the idea of Construction Management had taken hold with the Governing Authority and the Universities Commission, and a start had been made on off-site services.

chapter iii

The Productive Period, May - August, 1971

Some Unsettling Events

As early as August, 1970, Marino Kristjanson had noticed the first crack in the dike. He informed the Governing Authority that "those making projections of university enrolments are now less confident in their estimates than they have been in the recent past." In late September, what had been rumored now became fact—there had been a serious fall-off in the rate of growth at Canadian universities. The University of Alberta grew by only 5.7 percent as opposed to the yearly 12 and 13 percent growth of the preceding ten years.

Because she and her husband were moving to Toronto where she would study Law at Osgoode Hall, Marilyn Pilkington found it necessary to resign from the Governing Authority. The Governing Authority was thus robbed of a person of independent thought and judgement who had no other motivation than the advancement of Athabasca University. Marilyn had put forward her views with candor and courage. She moved, seconded by Tim Byrne, the only motion rejected by the Governing Authority in its first six months of operation, that "all meetings shall be open to the public and the press to the limit of seating capacity."

Another blow of great consequence occurred in February, 1971, when Carl Clement announced that he was effecting an immediate but gradual withdrawal from the Governing Authority because of his heavy judicial responsibilities. Carl's presence on the Governing Authority had given it great public credibility. As well, he was an able and effective chairman who controlled but did not dominate meetings, so his loss was sorely felt.

By May, 1971, Athabasca University had not yet begun to slip back into the sea; but the slow-down in enrolment at the University of Alberta was, for the moment, mildly perplexing, and the departure of Carl and Marilyn unfortunate.

As Athabasca University entered its second year of existence its greatest strength lay in the fact that it had a determined, strong, and hard-working president at the helm, a small but dedicated staff, and a publicly tested set of sailing orders in the form of an Academic Concept.

In May of 1971, and for four months thereafter, the Governing Authority could properly look with hope towards the future. With its legal authority firmly rooted in the Order in Council of June 25, 1970, the Governing Authority had contracted the services of a president and had adopted the *Academic Concept* as the philosophical framework within which the new university was to be developed.

The period of May-August, 1971, was unquestionably the most productive in the short life of the first Athabasca University. Tim Byrne and his small planning staff displayed a herculean capacity for work. Not a single meeting of the Governing Authority passed without consideration of at least one of Tim Byrne's papers, which attempted to develop the precepts of the *Academic Concept*. The Academic Planning Committee met, in Marino Kristjanson's words, "in almost continuous session." Physical planning, now fueled with input from the Academic Planning Committee, leapt forward with such a burst of energy that even the most skeptical observer now believed that a 1973 opening for Athabasca University was a distinct possibility. By the end of August, 1971, Athabasca University had a well-developed academic model and was progressing rapidly towards a physical plan to house and enhance the academic activity of the new university.

Throughout the first Athabasca University's productive period three series of developments became evident, each critically important and each deserving of comment.

Legal Status

Order in Council 1206/70 dated June 25, 1970, had done three things: it established Athabasca University; it created an interim governing body and specified its membership; and it provided that Athabasca University was to direct its activity towards innovative undergraduate education in arts, science, and education. Apart from an unsuccessful effort by Marilyn Pilkington to have the Governing Authority request an increase in the membership of the Governing Authority to include both a faculty member actually involved in undergraduate instruction in arts, science, or education and a student, there seemed to have been general satisfaction with the enabling Order in Council

in that it set broad boundaries to the Governing Authority's activity within which there was ample room for innovation and creativity.

The membership of the Governing Authority was to last for one year or "such later date specified by the Lieutenant Governor in Council." With the resignation of Carl Clement and the passage of a year, it was necessary for the Government to appoint a new chairman, and extend the life of the Governing Authority, or appoint a new Governing Authority.

The consequence of Athabasca University's legal necessity was Order in Council 1208/71 dated July 8, 1971 (appendix 5). The new Order in Council notes that the term of the interim governing body has expired, and it therefore appoints an interim governing body to consist of Merrill E. Wolfe, Chairman, Dr. S. Gordon Geldart, Vice-Chairman, Reverend Edward M. Checkland, Ronald Clarke, Richard S. Fowler, Lois Hole, Dr. A. Marino Kristjanson, and James Langevin. A subsequent Order in Council, 1456/71, added Anne Marie Decore to the Governing Authority. Presumably Tim Byrne was thought to be a statutory member, because his name was not included in the list of appointees.

Merrill Wolfe, whose appointment as chairman had been suggested to the Minister of Education by Tim Byrne, had been a member of the Universities Commission during the time that a fourth university for Alberta had been under active discussion. Merrill was the President of Edmonton Motors, a respected Edmonton auto dealership which had been started by Merrill's father in 1925. Merrill Wolfe was the kind of citizen every society wishes it had more of. He looked upon it as a public duty to put something back into the community from which his corporation drew its life. Like most members of the business community, Merrill was greatly concerned with escalating education expenditures, and felt that a large part of his responsibility was to ensure that public dollars were wisely spent.

Lois Hole was another new appointee to the Governing Authority. Together with her husband Ted, Lois operated a highly successful vegetable farm on the outskirts of St. Albert. Lois was a member of the Municipal District of Sturgeon School Board, and she was considered "Liberal" in politics. Like so many people who work the land, Lois was endowed with sure insights into human nature together with an uncompromising sense of what was right and what was wrong.

James Langevin, the third new appointee, was a student at the University of Alberta and a resident of St. Albert. Recently married and fully committed to his pre-medical studies at the University of Alberta, Jim found little time to devote to Athabasca University.

The fourth person to be appointed was Anne Marie Decore of Edmonton.

Anne Marie was an instructor in the Faculty of Education at the University of Alberta and, by marriage, a member of the well-known Decore family of Alberta.

Besides making three new appointments, the July 8 Order in Council appointed Gordon Geldart Vice-Chairman. The Government apparently now thought it necessary to appoint a Vice-Chairman rather than allow the Governing Authority to elect its own as it had done the preceding February when Ron Clarke was elected to the position.

Finally, the July 8, 1971, Order in Council rescinded Order in Council 1207/70, that is, the June 25, 1970, Order in Council that had, among other things, established Athabasca University. By rescinding the June 25, 1970, Order in Council the Cabinet effectively killed Athabasca University in that it ceased to exist legally. Athabasca University does not appear to have been properly re-established until December 8, 1972; and the form in which it was re-established was so totally different that it constituted a new institution and not a continuation of the first one.

At the time the July 8, 1971, Order in Council was passed, nobody at Athabasca University noticed that it was embarrassingly defective, a fact which would not likely have escaped Carl Clement had he remained as chairman. The question of Athabasca University's legal existence remained a dormant issue for a full year, and only came to light when Mike Rodney was asked for an opinion as to the term of office of the current Governing Authority. His reply is quoted in its entirety.

Michael C. Rodney
July 24, 1972.

Mr. L.J. Hughes,
Executive Secretary,
Athabasca University,
Suite 406,
10808 - 99 Avenue,
EDMONTON, Alberta.
T5K 0G2

Dear Mr. Hughes:

Re: Term of Office of Members of the Governing Authority

Your letter to me of July 18 states that there is some question concerning the term of office of the Governing Authority. Specifically you ask if the term of office is for one year and one year only or does it continue from year to year until replaced or reappointed by the Lieutenant Governor in Council.

It might be helpful to review the relevant sections of The Universities Act

together with the two Orders in Council which relate to Athabasca University.

Order in Council 1206/70 dated June 25, 1970:

- (a) established a university to be known as the Athabasca University;
- (b) made certain listed conditions applicable to its curriculum and instructional objectives; and
- (c) appointed an interim governing authority with a membership consisting of certain named individuals.

Order in Council 1208/71 dated July 8, 1971: -

- (a) recited that the term of the interim governing body of Athabasca University appointed under Order in Council O.C. 1206/70 had expired;
- (b) appointed an interim governing body of Athabasca University consisting of certain named individuals;
- (c) rescinded Order in Council 1206/70.

On the date on which Order in Council 1208/71 was passed section 4 of The Universities Act (R.S.A. 1970, chapter 378 as amended by S.A. 1971, chapter III) provided, among other things that: -

- (a) The Lieutenant Governor in Council may establish additional universities with such names as he considers fitting;
- (b) The Lieutenant Governor in Council may set out educational objectives and general guidelines applicable to any such additional university;
- (c) the Lieutenant Governor in Council may:
 - (i) establish an interim governing body for such additional university;
 - (ii) appoint the members of the interim governing body and designate one of them as chairman; and
 - (iii) specify the name of the interim governing body;
- (d) such interim governing body is expressed to be a body corporate with the name given to it by the Lieutenant Governor in Council consisting of the persons who are from time to time appointed as members; and
- (e) such an interim governing body shall be deemed to be dissolved at the expiration of one year from the effective date of the order establishing the university, or at such later date as the Lieutenant Governor in Council, from time to time, may fix.

Since Order in Council 1208/71 rescinded Order in Council 1206/70, the "establishment" of an additional university known as Athabasca University by Order in Council 1206/70 became void. However, Order in Council 1208/71 neither "re-established" a university to be known as Athabasca University nor

did it specifically specify the name of the interim governing body which it “appointed.” Because of these two omissions from Order in Council 1208/71 it appears to me that the purported “appointment” of the interim governing body by this Order in Council may be a nullity. Assuming, however, that it is not a nullity, it is impossible to ascertain the date of the deemed dissolution of the existing interim governing body since that date occurs at the expiration of one year from the effective date of the order establishing the university—not one year from the effective date of the order establishing the interim governing body. As already noted, Order in Council 1208/71 did not establish a university.

In my opinion, if Order in Council 1208/71 had established Athabasca University as well as its interim governing body, then such body would have been deemed to have been dissolved on July 7, 1972.

In my opinion, an Order in Council should be passed just as quickly as possible in accordance with the provisions of section 4 of The Universities Act so as to regularize the appointment of those individuals who are currently purporting to serve as members of that body.

If I am correct in my opinion that the purported appointment of an interim governing body of Athabasca University consisting of the members set out in Order in Council 1208/71 is a nullity, then these members will not be entitled to the “protection” afforded by subsection (5) of section 4 of The Universities Act which states that an interim governing body is a body corporate.

Yours truly,

PARLEE CAVANAGH & CO.

MCR:lb per:

Fortunately, the matter of Athabasca University’s existence never wound up in the courts; but it did seem that Mike Rodney was correct in his opinion, because the Government felt it necessary on December 20, 1972, to pass an Order in Council that, a second time, “establishes a university to be known as Athabasca University.”

Perhaps the net effect of Athabasca University’s apparent non-legal existence for a period of 18 months, was to underscore just how fragile a thing existence by Order in Council was. Athabasca University was not anchored to existence by a specific act of the Alberta Legislature as were the University of Alberta and the University of Calgary. The first Athabasca University was a product of the Lieutenant Governor in Council—that is, the Cabinet of the Government of Alberta—and dependent on it for existence. Athabasca University’s tenuous hold on life could be snuffed out “in Cabinet” without benefit of public parliamentary debate. All in all, one must conclude that the establishment of a major social institution such as a university by Order in Council is inappropriate. It’s questionable whether the parliamentary system ever anticipates such a momentous use of the instrument of the Order in Council as the creation of a university.

Academic Planning, May - August, 1971

Although the issue of Athabasca University's legal existence was important, and could have been serious had the Governing Authority (or rather "those individuals who are currently purporting to serve as members of that body") wound up in the courts for any reason, the issue lay dormant from July 8, 1971, to July 24, 1972, and academic and physical planning proceeded oblivious to the fact that Athabasca University apparently did not exist in law.

Immediately upon Tim Byrne's appointment as president in May of 1971, he secured the appointment of two additional staff members: Lynne Booth (later Bruhns) and Larry Ferguson, both employees of the Department of Education. Lynne had acted as a secretary to T.C. (as he was known in the Department) and, besides being a tower of secretarial strength and efficiency, became indispensable to Athabasca University's operation in that she was the only person who could read Tim's writing.

Larry Ferguson was, until his appointment as Assistant to the President at Athabasca University, Director of Counseling and Guidance for the Department of Education. A 1968 Ph.D. graduate of the University of Alberta in Educational Psychology, Larry was an intelligent and articulate addition to the staff of Athabasca University. In terms of educational philosophy, he found a kindred spirit in Tim Byrne. The title Assistant to the President was misleading, as Larry was expected to play a large part in academic planning.

At the time of writing, Lynne Bruhns is still employed at Athabasca University as secretary to Sam Smith, the current president of the second Athabasca University. Larry Ferguson, having just completed a sabbatical year in the Faculty of Business Administration at the University of Alberta, has resumed service at Athabasca University as Director of Applied Studies.

The appointments of Lynne and Larry on June 1, 1971, rounded out the permanent appointments to Athabasca University for the next year. Only one further appointment was made to the first Athabasca University.

At the June, 1971, meeting of the Governing Authority, Tim recommended and received approval for the engagement of Stanton Leggett and Associates of Chicago as academic planner. The terms of Stanton Leggett's appointment called for a fee for service of \$25 thousand plus half of one percent of the building costs, defined as those buildings necessary to house approximately 3 thousand students. As part of the agreement, Stan Leggett was to assist Athabasca University in the development of its academic model or master plan and to interpret this model, complete with space requirements, to the architects. Having had 30 years experience in education and having provided academic planning service to the faculties of Agriculture and Business Administration at the University of Alberta and Mount Royal College in Calgary, Stan Leggett was not unaware of higher education in Alberta.

Moreover, he was just the right person to assist Athabasca University while it was trying to break free of the traditional forms of the existing universities. Stan Leggett was as close to educational conservatism as John Diefenbaker was to anti-monarchist tendencies. Tall, affable, and good-humored, and intellectually sympathetic to the innovative posture of the *Academic Concept*, it must be said of Stan Leggett that he gave good value to Athabasca University for the fees paid him.

The president, his small staff, and Stan Leggett formed a planning group which reported to the Governing Authority through Marino Kristjanson's Academic Planning Committee. By late August of 1971 the hundreds of pages of minutes and reports could be distilled into an academic model for Athabasca University. The basic unit of the university was to be the "module;" that is, some sort of physical facility designed to accommodate 650 students and 25 to 30 academic staff. The module was to be a "steady state" unit, with the university growing by the addition of more modules rather than by an increase in size of the module. Each module was to be complete and self-contained, and only those facilities that could not be economically provided in each module would be shared by a "cluster of modules" or the complete university.

The "bases of instruction" were to be four "Fields of Study:" "Environmental Problems" involved those disciplines broadly defined as the natural and physical sciences in a traditionally organized university; the "Human Community" approximated the social sciences; "Humanities" involved considerations of value systems. The fourth Field of Study was to be called "Communications."

Academic staff were to be members of a module as well as a "Board of Study," something which transcended the module and presided over a "Field of Study."

The modules were to be clustered around or near a Communications Centre, which was the traditional library "writ large." The Communications Centre would have responsibility for information storage in the form of books, audio and video tapes, and things called "learning systems," which were defined as "systematic approaches to learning."^{*} The Communications Centre would also be the site for the computer, a place for communications research, a storage facility for the results of research, and a publishing and sales facility.

*A publication entitled *Athabasca University Budget Proposals 1972-1976* says this of a learning system:

A learning system is simply an organized and finite body of knowledge presented through the *best possible media* (italics in the original). Traditionally the printed or spoken word in the form of books or lectures has been the predominant "learning system" in the university and it may well be that these ultimately predominate at Athabasca University but it is the carefully considered

Finally, there was to be something called a regional laboratory, an area of the province representative of Alberta where students would carry out their research.

There would (of course) be no September to April academic year; instead, year-round operation would take place. A degree program would take either three or four years of study, the fourth year being a year of specific studies, a preparatory year for post-graduate work, professional studies, or entry into the work world.

The students who chose to attend Athabasca University were to be liberated and made full members of the university. A student was to direct his own learning by defining a problem which could be studied in the "regional laboratory." To get the "basics" required for the study of the problem the student would consult the professionals in the Communications Centre who would assist him by providing "learning systems" so that he could get the knowledge he needed to address the problem he had chosen. The student was to consult his professors on a tutorial basis to "clarify issues" and discuss his progress. The undergraduate was to be relieved of the burden of attending lectures, although the University would sponsor "mini-lectures"—a short series of lectures, given by academic staff or visiting professors, with attendance totally optional. There was also to be a group activity called a "problem seminar."

It was recognized that the Alberta matriculant might have difficulty adapting to Athabasca University in view of the highly structured nature of the Alberta high school; hence the student was to be well-c counseled. Counseling was to become an integral part of the learning process and not an adjunct to it.

Tim Byrne and his planning staff were acutely aware of the fact that planning was being carried out unhampered or unaided (depending on one's point of view) by academic staff and students. Accordingly, there were efforts to obtain comments and criticism from staff and students at the other universities. There was also to be a summer project in 1972 to test the model with a group of students from the University of Calgary; but by the summer of 1972 Athabasca University was fighting for its very life and the model was never tried nor tested.

judgement of the planners of Athabasca [sic] that the wealth of media technology available today ought to be applied to the learning process. By way of example, the printed word in the form of a book may not be the best way to learn the biology of cell division. It is quite possible that the use of an audio-visual cassette on cellular division which a learner could play and replay at times convenient to himself may be a better means of information transfer than a book.

Physical Planning

Although conceptual academic planning was essentially complete by August of 1971, physical planning did not reach the same stage of development until October, 1972.

By May of 1971, when Tim Byrne became president of Athabasca University, the Governing Authority had not made any irrecoverable decisions with regard to the building of Athabasca University. The relationship between the Governing Authority and the Universities Commission had been clarified. In simplest form, this relationship stated that the Universities Commission would have to approve all physical plans, capital budgets, and consultant agreements. Thereafter the Universities Commission would attempt to obtain the necessary approval for capital funds from the Capital Development Committee of the Cabinet. Construction management had been approved by the Commission as a suitable strategy for the building of Athabasca University's buildings. Engineering, architectural, and construction management firms had been invited, through their professional associations, to submit credentials, and the Building Committee had prepared "short lists" of suitable firms.

With Tim Byrne "in the saddle," the president and the Building Committee had interviewed representatives of the "short-listed" firms at length, and during its May and June meetings the Governing Authority approved the engagement of the following firms and individuals:

- Construction Manager - Techman Ltd.
- Municipal Engineers - Associated Engineering Services Ltd.
- Structural Engineers - McBride Ragan Consulting Engineers Ltd.
- Mechanical Engineers - Vinto Engineering Ltd.
- Electrical Engineers - W.R. Cheriton and Associates Ltd.
- Architects
 - Donald L. Pinckston
 - B. James Wensley
 - Sieghard S. Schmidt of Wynn, Forbes, Lord, Feldberg, Schmidt.

The architects were instructed to form a consortium so that the Governing Authority would have to deal with only one organization. Accordingly, the *Athabasca University Design Consortium* was formed with offices located at 12320 - 103 Avenue, in Edmonton. The consortium engaged the services of two young and very bright architects, Lewis Morse and Derek Haight, whose functions were "design co-ordination."

At the June, 1971, meeting the Governing Authority approved, over the strong objection of Dick Fowler, the engagement of K.C. MacKenzie Associates Ltd. as Urban Planning Consultant at an initial cost of \$7.8 thousand. The engagement of an urban planner in June of 1971 seemed something of a non sequitur. Moreover, it becomes more illogical when one notes that, unlike the hiring of other consultants at this stage, there had been no "call for credentials," and no recommendation on engagement had been forthcoming from the Building Committee.

The Project Team was rounded out with the addition of Keith Little Associates and R.M. Hardy Ltd., the former acting as Food Consultant and the latter acting as Soils Consultant.

Art Webb, Sig Schmidt of the Design Consortium, and John Turner-Bone of Techman Ltd. formed what amounted to an Executive Committee of the Project Team.

In keeping with Athabasca University's ecological posture, a group of ecologists was hired to carry out studies on the St. Albert site. As part of the process of compiling an inventory of wildlife on the site, trap cages were triggered and set around the site to capture, unharmed, small animals which could then be counted and released. When these "scientists" left the site, they also left behind some of their triggered traps which Joe Hunter fortunately discovered before any animals wandered in and starved to death. As with many consultants, the rhetoric of the proposal varied greatly from the reality of performance.

On the question of payment to the various consultants, the Building Committee had defined phases of activity, and what came to be known as "Element I" involved conceptual planning for the total university and construction of "those buildings and services necessary to serve the needs of twenty-five hundred to three thousand students by September 1975." Initially the Building Committee had contemplated negotiating contracts with the architects and engineers on a "fixed fee" basis through the completion of the conceptual design phase. Through the technique of the "fixed fee," the consultant is paid a set and pre-determined fee for his work. There are strong arguments to support this approach as opposed to the "per diem" method whereby the consultant is paid on the basis of the number of days he commits to work. At Art Webb's urging, the consultants were engaged on a basis that was something of a hybrid—a "per diem" to a fixed maximum. Thus the fees paid to the consultants could be less than the budgeted maximum, something of an advantage over the "fixed fee" method. By adopting Art Webb's advice, the Governing Authority saved a quarter of a million dollars when the dust had settled, and physical planning had to be suspended after the conclusion of conceptual planning.

At the August, 1971, meeting the Governing Authority approved a budget for

physical planning that called for the expenditure of \$723 thousand on conceptual planning. On September 7, 1971, Mr. Leif Erickson, the chairman of the Universities Commission, replied to Athabasca University's request as follows:

The Alberta Universities Commission, at its meeting on 2nd September 1971, passed the following motion:

That the Commission approves the request of Athabasca University for capital funds in the amount of \$723,000, subject to all contracts being reviewed by the Commission. Further, that the Commission approves the cost of the conceptual design in an amount not to exceed \$562,000, and the expenditure of \$161,000 for construction management for the initial six month period. It was agreed that this request be taken directly to the Minister of Education.

Although no formal contracts had yet been signed with the building consultants, physical planning began immediately upon the selection of the physical planning consultants in June, 1971, because of the pressure of opening for students in 1973. The Universities Commission's approval of planned spending was welcomed, but the actual funds were not forthcoming from the Government for some months, which delay proved embarrassing to the Governing Authority and inconvenient to the consultants.

By late August, 1971, without benefit of formal contracts, the physical planning consultants had just begun conceptual studies. At the same time, there was now a fairly coherent academic statement that would provide the physical planners with some direction so that they could now design buildings to fit. The vexing problems of sewage and water services to the St. Albert site, although not solved, were at least well in hand.

It will be remembered that Athabasca University had taken over maintenance of the St. Albert site on January 1, 1971. The understanding with the Department of Public Works was that as soon as the Federal Government transferred its portion of the site to the Province, the entire site would be vested in Athabasca University. After several months, during which time no transfer had been made, the Governing Authority was informed that the Federal Government's attempted transfer of land to the Province was defective, but that as soon as a proper transfer was effected, Athabasca University would receive title to the St. Albert site. Like so many other things connected with the first Athabasca University, the provision of a site was illusory.

chapter iv

The Final Months, August, 1971 - December, 1972

The New Government

On August 30, 1971, the Conservative Party led by Peter Lougheed scored an unexpected victory on the hustings and unseated Harry Strom's Social Credit Government. Under the large lead banner of "NOW! It's LOUGHEED," the *Edmonton Journal* reported, "Peter Lougheed swept into power Monday on a call that 'it's time for a change' which put an end to thirty-six years of Social Credit government. The Progressive Conservative leader headed a provincial election upset that cut Social Credit's representation in the Legislature by half, decimated the Socred Cabinet, and gave him firm legislative control for the next five years." After 36 years of unbroken one-party rule, Albertans had decided it was time for a change, and for only the fourth time in history, Alberta changed governments. When Peter Lougheed formed his first Government, he created a new ministry in the Department of Advanced Education and appointed Mr. James Foster, of Red Deer, Minister. A young lawyer and a capable and articulate politician, Jim Foster now had to wrestle with what to do with Athabasca University.

It was widely known that the Cabinet was reviewing all capital projects initiated by the previous administration, and it was no secret that Athabasca University, representing a possible capital outlay of \$70 million, would come under scrutiny. There were a number of circumstances that made Athabasca University's position tenuous, besides the fact that it did not exist in law.

On the political level, Athabasca University was a Social Credit project, and at least three members of the Governing Authority were or had been closely allied with the Social Credit Party. Secondly, the view within government circles was that friends of the previous administration stood to make a lot of money by virtue of their holdings of land on the periphery of the Athabasca University site. Thirdly, the Minister had questioned the president on the matter of architectural and engineering choices, from which it was deduced that "apparently somebody had approached and complained to a member of

the Legislature who had then raised the subject with the Minister of Advanced Education."

Not only was Athabasca University clouded in suspicion from the point of view of its real and imagined unsatisfactory political affiliations, but also its necessity as a relief valve for student enrolment pressures came into serious question at the same time. Far from university enrolments increasing by 12 and 13 percent as had been the pattern during the sixties, there was an actual drop in full-time enrolment in the fall of 1971. The enrolment of the University of Alberta in 1971 stood at 18,243, as opposed to 18,345 the preceding year. The three functioning Alberta universities suffered an over-all one percent decline.

Certainly the president and chairman of the Governing Authority had no illusions about the seriousness of Athabasca University's position. Within a month of the August election, Tim Byrne had prepared a paper entitled *A Bird's Eye View*, which was a synoptic account of Athabasca University's origins and activity to date. *A Bird's Eye View* was sent to all members of the Education Committee of the Cabinet in an attempt to support and clarify Athabasca University's position.

At the October 21, 1971, meeting Tim was able to report to the Governing Authority that he and the chairman had met with Mr. Foster. Thereafter Mr. Foster visited the offices of the Governing Authority and met with several members of the staff. Mr. Foster was able to say that "no position had been adopted by the Government on Athabasca University." In response to the Minister's request for details of how Athabasca University would be different from other universities so that "he could interpret and present these adequately to the Government," Tim and the staff prepared yet another publication entitled *Objectives and Dimensions*.

Perhaps the only sour note in this round of first meetings with the new Minister of Advanced Education was Jim Foster's request for details of "the selection of the architects, engineers and construction management team." There was obviously some concern within the Government over physical planning at Athabasca University. During the September - October, 1971, period there appears to have been a genuine desire on the part of Jim Foster to understand Athabasca University and assess it objectively. Evidently there was a body of thought in the Cabinet that argued that Athabasca University should be killed, but Jim Foster was not prepared to act precipitously. During the same period there would seem to have been a concerted effort on the part of Tim and Merrill to isolate the rest of the Governing Authority from any involvement with the new Minister and the new Government, an understandable strategy given the real and imagined political hue of the Governing Authority.

The efforts of Tim, Merrill, and the staff to convince the new Government through its Minister of Advanced Education both that Athabasca University was a necessity in spite of falling enrolments and that all that had been done in the past, particularly with regard to the site and physical planning, had been done in an apolitical fashion were only partially successful.

The Beginning of the End

The beginning of the end of the first Athabasca University took place at a meeting of the Capital Development Committee of the Cabinet on October 25, 1971. At that meeting Mr. J.R.B. Jones of the Universities Commission was instructed that "no further commitment be continued or undertaken with respect to a particular location until government policy was made clear. This would not inhibit general organizational or academic planning that was not tied to a particular location." Athabasca University got the word on October 29, and the following day the *Edmonton Journal* ran a front-page article headlined: "Athabasca U Plans Halted." The article by Dan Powers went on to say: "The provincial government has ordered an immediate halt on all physical planning for Athabasca University in St. Albert, *The Journal* has learned. The information is contained in a confidential letter to be received by all members of the university's governing authority on Monday, a source said Friday night." Apart from the fact that Athabasca University could now boast its own "deep throat," the *Journal* article created an unfortunate and lasting impression that Athabasca University was "dead".

By late October, 1971, the situation was grim. Physical planning could continue but without reference to the St. Albert site. The architects, engineers, and construction manager had been working for four months without formal contracts, and although the Universities Commission had approved the capital budget for conceptual planning, there was no indication that the funds would actually be forthcoming from the government. There was the problem of trying to maintain the momentum in Academic Planning that had been built up since May. There were certainly some members of the Executive Council hostile to Athabasca University. Thanks to the *Edmonton Journal* there was a well-established public impression that Athabasca University was dead. Some members of the Governing Authority were a liability in a political sense. The staff, working without the protection of contracts of employment, were dispirited. Most critical of all, however, was the fact that enrolments were falling. Finally, there was no constituency, no body of public opinion, that was prepared to come to Athabasca University's aid.

By the end of October, 1971, what stood between a tenuous life for Athabasca University and total collapse was Tim Byrne. A lesser president, perhaps

someone more career oriented, would simply have cut and run. It is suggested by some, including Tim himself, that he, being at retirement age, had nothing to lose. Although there is some truth in this statement, it's probably equally true that Tim, "hung tough" because he deeply believed in Athabasca University's academic concept and in the model which had been structured upon this concept. Whatever the motivation, the odds against Athabasca University were formidable.

The final 13 months of the first Athabasca University's existence—that is from November, 1971, to December, 1972—are characterized by the completion of academic and physical conceptual planning, and by the search for a new role. The cessation of planning with regard to a specific site, the continuation of the decline in university enrolments, the sure knowledge that Athabasca University was "under review", and the equally certain knowledge that a segment of the Cabinet favored the disestablishment of the university, all conspired to constitute a dismal backdrop against which activity during the next 13 months should be viewed. The Governing Authority, the staff, and the planners were never sure of Athabasca University's existence from month to month. A deep-seated insecurity (from which it has never recovered) settled over Athabasca University, and tremendous amounts of institutional energy were deflected from legitimate planning activity to speculation about what the Government ought to do. Any rumor was given credence, since Cabinet deliberations were shrouded in secrecy. There was a feeling that the continuation of academic and physical planning was "just whistling through the graveyard", as indeed it was. To those with a vested interest in the continued existence of Athabasca University, the procrastination of the Government on the question of the future of the University was particularly telling. Two members of the small Athabasca University staff underwent surgery for ailments that are generally thought to be exacerbated by tension and anxiety. The period from November, 1971, to December, 1972, was not a glorious one in the history of the first Athabasca University.

Physical Planning

The physical planners for Athabasca University—that is, the Athabasca University Design Consortium and the various engineering firms—had just nicely established a working relationship with the academic planners when the order was received that removed the St. Albert site from consideration. It will be remembered that the physical planners had been working without benefit of contracts or payment since June. The question of contracts was finally settled by the Governing Authority at its November meeting when it authorized the preparation and signing of contracts with the physical planners. Art Webb's insistence on a per diem rate to a fixed maximum fee and Mike Rodney's urging that there be proper termination or "out" clauses formed two very timely sections of the various contracts. By the time physical planning was suspended indefinitely in May, 1972, the Governing Authority

was able to extricate itself from involvement with the physical planners without recrimination or cancellation charges.

On the question of the payment of fees to the physical planners, a government “special warrant” in the amount of \$217 thousand was finally approved in January, 1972, although, by this time, the Governing Authority’s indebtedness to the physical planners exceeded that amount. At any rate, the planners did receive partial payment for their services in January, a full six months after the commencement of their services to Athabasca University. When physical planning was finally suspended in May, 1972, a year after it had begun, just under a half million dollars had been spent.

It will be remembered that the order to cease planning relating to the St. Albert site came at about the same time that academic planning had developed to the point where it could now produce useful directions for physical planning. The problem for the physical planners then became to design a physical facility to suit a very unique academic plan, and to do so without reference to any particular site. As Ron Clarke pointed out to the Governing Authority, “design planning without a site is not wasteful” and the “architects can work out relationships and spatial functions in narrative fashion without specific reference to a site.” However, physical planning without a site could not be productive indefinitely. When it became clear that the Government would not approve resumption of consideration of the St. Albert site nor provide an acceptable alternative site, physical planning was checkmated and abandoned altogether.

The architectural concept, or the conceptual design, which the Athabasca University Design Consortium developed was every bit as exciting and innovative as the academic model from which it sprang. A four-level central core or spine ran the entire length of the University. A “pedestrian street,” also running the length of the total building, was to be located within the central core. Also located within the spine there was to be a “Central Service Zone” where services and facilities common to the entire University were to be placed. These included the “Central Communications Centre,” university administration offices, retail facilities, and restaurants. Projecting out at right angles from the central core in parallel “clusters” of three were the colleges. The clusters were to alternate irregularly on both sides of the central core. “One-of-a-kind” spaces such as a gymnasium, a swimming pool, and a theatre were also to be located off the spine and opposite a cluster of colleges. Growth of the University was limited *only* by the restrictions of the site, because the central core could be lengthened indefinitely to accommodate the addition of colleges.

The Design Consortium presented its conceptual design to the Governing Authority on December 16, 1971, and approval in principle of the design was given on January 20, 1972. The work of the Design Consortium was eventually

embodied in a publication entitled *Athabasca University Conceptual Design* 1972 (appendix 7). Finally a scale architectural model illustrating the conceptual design was built, shown to anyone who was interested, including Jim Foster and some of his Cabinet colleagues; it now gathers dust in the basement of the current Athabasca University.

At the end of May, 1972, physical planning for Athabasca University had been suspended, the Design Consortium disbanded, and the other consultants disengaged. Approximately a half million dollars had been spent to procure a bold and imaginative design created to clothe an equally daring academic idea.

The Search for a Role

As the new Conservative Government settled in and the months passed, it was becoming increasingly clear that the Government was not about to take quick action in respect to the future of Athabasca University. Evidently, the jury was still out on Athabasca University. In fairness, it should be pointed out that, insofar as enrolment pressures had lessened considerably, the Government did not need to act out of a sense of urgency in response to an immediate social need. It was universally conceded that there was no possibility of the expenditure, in the foreseeable future, of large capital amounts on Athabasca University as initially envisaged; but Athabasca University's actual existence remained moot.

Tim Byrne and Larry Ferguson carried on a tireless campaign to inform the Minister about Athabasca University, to assist him in the formulation of alternatives, and to advance the cause of the University generally.

Although academic and administrative planning continued, there was a sense of unreality about it all, and few held out hope that Athabasca University would see the light of day as a functioning institution as it was planned. To assist in the development of a proper statement about the Learning Centre (as the Communications Centre was now called), the Governing Authority authorized the temporary engagement of Richard Bell and John Philpot. Anne Marie Decore addressed the difficult question of defining the terms of employment of academic appointees to Athabasca University. Larry Ferguson developed, among other things, a student housing policy which became grist for the physical planning mill. With the assistance of Peter Freeman, who was at the time president of the Academic Staff Association of the University of Alberta, and Mike Rodney, a suitable contract of employment reflecting Athabasca University's unique situation was developed. Reverend Checkland's early Library Committee, which had been created to search for a Chief Librarian and to consider the problem of the acquisition of a library, gave way to a search for a "Director of the Learning Centre" as the concept of the Learning Centre and "learning systems" were worked out. During this period the Governing Authority even approved a logo developed by professors

Walter Jungkind and Ken Hughes of the University of Alberta. The logo, four inverted V's, representing the four fields of study, over a U-shaped symbol, did not survive the first Athabasca University.

The realization that the Government had no desire to commit large amounts of money to capital construction for Athabasca University was gradually added to its already professed dislike of the St. Albert site. The issue then became whether Athabasca University could be saved without physical facilities, or if indeed it was worth saving as merely an academic abstraction.

Tim Byrne's contention, which he put forward vigorously to Jim Foster, was that, although Athabasca University as a large functioning university was not needed immediately, the Government ought to be in a position to respond quickly when the demand for university places increased, as it undoubtedly would. Consequently, Tim argued that Athabasca University ought to be allowed to develop "a pilot project" to test the various dimensions of its academic model. As the idea of a pilot project was developing in Tim's mind as a very practical and useful way to save Athabasca University's life, an unrelated event occurred that had great bearing on Tim Byrne's relationship with the Minister of Advanced Education. Red Deer College seethed with discontent during the early months of 1972 as students, faculty, College Board, and administration fought amongst themselves. Predictably, Red Deer College hit the headlines in the newspapers across the province. Efforts by the Colleges Commission to pour oil on the troubled waters failed as positions hardened, and a full-scale boycott of classes was planned by the students unless their grievances were redressed. As both the M.L.A. for Red Deer and the Minister of Advanced Education, Jim Foster was under extreme pressure to do something. Under the authority of the Public Inquiries Act, he appointed Tim Byrne to investigate and recommend solutions to the problems plaguing Red Deer College. Tim held the inquiry from April 3 to 12, and his report and recommendations effectively defused the Red Deer situation and restored calm, if not harmony, to that institution.

The Red Deer College inquiry did much to enhance Tim's stature in the eyes of the Minister and, although it would be wrong to think of the Minister's subsequent approval of a pilot project for Athabasca University as a "quid pro quo," it's probable that Tim Byrne had now earned the complete trust and confidence of the Minister.

On May 30, 1972, the Minister of Advanced Education, with the concurrence of the Education Committee of the Cabinet, read a policy statement on Athabasca University in the Legislature (appendix 8). While recognizing that "university growth patterns typical of the sixties" have changed, the Minister said that "The Government is very much interested in and approves the academic plan developed by the Governing Authority of Athabasca University." Although the statement goes on to say that all physical planning is

suspended indefinitely, it also says: "We are approving in general the proposal of the Athabasca University Governing Authority to continue academic planning by undertaking a pilot project which would test in a practical setting various dimensions of the Athabasca University model. The pilot study would, in effect, be a research and development project in advanced education." The statement goes on to spell out the nature of the pilot study and says that, "The project would involve a group of approximately 250 students (a college in miniature) with the necessary academic and professional staff operating in temporary quarters."

The May 30, 1972, statement was the straw at which Athabasca University grasped. Working out of temporary quarters with 250 students and 20 or 25 academic staff was, of course, preferable to the disestablishment of Athabasca University. The Minister's statement caused another flurry of activity as the Governing Authority approved the search for temporary quarters. The statement became Athabasca University's new testament and was suitably enshrined in a publication entitled *An Experiment in Practical Planning*. The "purple prose," as it came to be known because of the color of its cover, sets out how the research project was to be structured, operated and tested.

As a concomitant of what was euphemistically termed "a shift in emphasis" from the planning of a university to the planning of a pilot project, the Governing Authority prepared and submitted to the Universities Commission a request for \$784 thousand for operating funds for the 1973-1974 fiscal year, and this level of spending was approved.

Dr. Rae Laurenson, an anatomist, author, and member of the Faculty of Medicine at the University of Alberta, was engaged as the Director of the Learning Centre. Immediately, he set about organizing and planning a staff so that "learning systems" could be developed and tested.

Over the strong objections of some members of the Governing Authority, it was proposed that L.W. Downey Research Associates Ltd. be engaged to carry out two studies related to the pilot project. Lorne Downey had headed the Human Resources Research Council until it was axed by the Conservative Government. Part of the disengagement process provided that L.W. Downey and Associates be placed on a "retainer" which, in essence, guaranteed a certain sum in exchange for consulting services to government agencies. L.W. Downey and Associates' involvement with Athabasca University was to provide evaluative studies of the pilot project, and, although the Governing Authority never approved the engagement of L.W. Downey and Associates for evaluative studies, opposition to the firm evaporated when it was learned that the Government rather than Athabasca University would pay for the work.

However, what initially seemed like a new lease on life in the form of a small college soon evaporated into thin air, and Athabasca University's efforts to set

the pilot project in motion became just another disillusioning false start.

In July, 1972, Wally Worth, author of the Commission on Educational Planning report called *A Choice of Futures*, became Deputy Minister of Advanced Education. Obviously his views on Athabasca University carried great currency with the Minister, and it is probable that he would have preferred Athabasca University to operate more in the fashion of something his report called the "Alberta Academy." *A Choice of Futures* does, after all, speak of Athabasca University as the "host university" for the Alberta Academy and says that:

The Alberta Academy would be aimed at the distinctive needs of lifelong learning in Alberta. It would represent a break with the institutional tradition of a central place for learning.

However, apart from whatever influence Wally Worth might have had on the demise of the May, 1972, pilot project, the project itself contained the seeds of its own destruction. The Minister's statement to the Legislature of May 30 spoke of a pilot project lasting four to five years. While academic staff could be hired on a term basis and contracts could be written so as to provide equitable early termination clauses, the disposition of students could not be handled as easily. Clearly, the acquisition of even temporary facilities and the recruitment of even as few as 250 students were in the nature of long-term commitments. The Minister's freedom of action, or, more plainly, the Government's freedom to abort the entire Athabasca University project, would be greatly hampered by a highly visible college. Notwithstanding the Minister's statement to the Legislature of May 30, 1972, the Department of Advanced Education waffled.

Although the first Athabasca University had apparently been legally dead since July 8, 1972, and metaphorically so since the cessation of physical planning, the disposition of the corpse was not accomplished until December 20, 1972. The instrument of the demise of the first Athabasca University was an Order in Council numbered 1986/72 (appendix 10). This time, the Government took no chances and rescinded all previous Orders in Council referring to Athabasca University. With a clean slate achieved, the Order in Council "establishes a university to be known as Athabasca University." Then an interim governing body is created and members appointed to it. Finally, the Order in Council

empowers and authorizes the Athabasca University Interim Governing Authority to undertake a pilot project for the production, testing and application of learning systems to provide study programs in the arts and sciences leading to an undergraduate degree, and for the application of technology and new procedures to improve educational opportunities for adults generally.

Thus, Athabasca University, which was to have been located in St. Albert,

where a \$70 million building was to house 10 thousand students by 1980, is reduced to a “pilot project.” The “learning system,” a small part of the academic model for the first Athabasca University, is suddenly elevated to a position of primacy.

Conclusion

Obviously, the question arises as to whether the academic and physical model that had been predicated for Athabasca University would have worked. Tim Byrne and his planning staff were acutely aware of the fact that planning for this highly innovative university was being carried out unhampered or unaided (depending on one's point of view) by students or academic staff. There were genuine attempts to obtain comment and criticism from students and professors of the other universities. As well, there was to be a "summer project" in 1972 whereby students and academic staff would test the model, but, by the summer of 1972, Athabasca University was fighting for its institutional life and the model was never tested. As a consequence, whether the Athabasca University model would have worked remains pure speculation.

Wally Worth is of the opinion that the Athabasca University model was ahead of its time and that some day it may be resurrected as the blueprint for a timely university.

Others have been far less charitable in their assessment, arguing that the Athabasca University model was simply "blue-skiing" by the unknowing to instruct the unwitting.

Clearly, the academic planners at Athabasca University had chosen to ignore the comment of Chancellor Weidner, of the Green Bay Campus of the University of Wisconsin, that Athabasca University was "trying to do too much." Perhaps it would have been a sufficient contribution to higher education in Canada had Athabasca University simply tried to make the undergraduate a more integral part of the university. Instead, Athabasca University attempted to change the philosophic underpinnings of the university. It tried to redefine the relationship of students to staff and of university to community, and it tried to reorganize the university intellectually, physically, and administratively.

The model might have worked; but given the tremendous difficulty and exorbitant cost involved when the second Athabasca University produced a "learning system," it is extremely doubtful. It will be recalled that learning systems were to replace the lecture and bear the "burden of information transfer." Without a great number of "learning systems" available, there would naturally be a reversion to the instrument of the tried and true lecture.

Moreover, there is an inherent dilemma in planning innovative institutions of higher learning that would probably have become manifest early on. Essentially one tries to build new bricks with old straw. The addition to the model of professors trained in the disciplines of academic departments and students schooled in "classes" would probably set in motion forces which would eventually push the institution back to the traditional modes and the familiar forms.

However, if there are any lessons to be learned from the first Athabasca University, they probably do not lie in the nature or probable success of Athabasca University's academic or physical plans. Left to the legitimate members of the university—that is, to the board of governors, students and professors—the academic and, to some extent, the physical model would have been remolded and reshaped until a comfortable fit was found.

The great mistake in the first Athabasca University was that the relationship between the Government (whether Social Credit or Conservative) and the University was never clearly established. In Canada, as in most democracies, there is a strong tradition bordering on inviolable principle that governments of themselves have nothing to teach. The government's responsibility extends to ensuring that education is properly funded and that it is reasonably accessible to all its citizens. Education and politics are, or should be, immiscible. Because Athabasca University depended on the government of the day for both its funding *and* its continued existence, by virtue of the fact that it was a creature of the Cabinet and not of the Legislature, the Government and its civil servants intervened in matters that properly were the responsibility of the Governing Authority, and jurisdictional lines became dangerously blurred. The locus of authority at Athabasca University was only nominally vested in the Governing Authority. Because of its peculiar upbringing by Order in Council, Athabasca University was forced into bed with the Government and the results of this liaison were predictable.

notes

- Page 1 Statistics on university enrolments are taken from the Annual Reports of the Alberta Universities Commission and the Survey of Higher Education published annually by Statistics Canada.
- Page 3 Statistics on operating and capital expenditures are taken from the Annual Reports of the Alberta Universities Commission.
- Page 6 The creation of the Universities Commission was undertaken by the Government on the recommendation of a joint committee made up of representatives from the University of Alberta and its Calgary campus. Ironically, the universities themselves became the severest critics of the Universities Commission, and this criticism probably had much to do with the demise of the Commission and the creation of the Department of Advanced Education.
- Page 7 The 18 thousand full-time enrolment figure is one that the Academic Planning Committee of the University of Alberta had suggested as an optimum figure for that university.
- Page 9 The quotation relating to the delay of the start of a fourth campus is taken from a letter dated September 18, 1967, from W.H. Swift to President Johns—Correspondence between the University of Alberta and the Universities Commission, July, 1966 to September, 1969, University of Alberta Archives, Accession number 74-75-33.
- Page 15 Throughout this work most references to the work of the Governing Authority and quotations attributed to individual members are taken from *Minutes of Meetings of the Governing Authority* —Athabasca University. To be correct, quotation marks should be read as “the minutes reported that so-and-so said” not that “so-and-so said something or other.”
- Page 17 The authority for Athabasca University’s operating funds is to be found in the financial statements for the Athabasca University Governing Authority for the appropriate years.
- Page 23 The *Edmonton Journal* took issue with the travels of the Governing Authority in a forgettable editorial of March 24, 1971, in which it was argued that one or two people could have gone and then reported back to the rest.

- Page 24 I have always been puzzled with the preoccupation of the early members of Athabasca University with systems theory, and it was Tom Edge who put me on to the probable source. In 1968, Professor Ludwig von Bertalanffy of the University of Alberta published his *General System Theory* which is, as the cover of the book says, “an authoritative introduction to one of the most important theoretical and methodological reorientations in contemporary physical, biological, behavioral and social sciences.” As so often happens in education, people are consumed with the newness of an idea and rarely pay any attention to the caveats of the author. Bertalanffy writes (p.10): “The dangers of this new development, alas, are obvious and have often been stated. The new cybernetic world, according to the psychotherapist Ruesch (1967) is not concerned with people but with “systems”; man becomes replaceable and expendable. To the new utopians of systems engineering, to use a phrase of Boguslaw (1965), it is the “human element” which is precisely the unreliable component of their creations. It either has to be eliminated altogether and replaced by the hardware of computers, self-regulating machinery and the like, or it has to be made as reliable as possible, that is, mechanized, conformist, controlled and standardized. In somewhat harsher terms, man in the Big System is to be—and to a large extent has become—a moron, button-pusher or learned idiot, that is, highly trained in some narrow specialization but otherwise a mere part of the machine. This conforms to a well-known systems principle, that of progressive mechanization—the individual becoming ever more a cogwheel dominated by a few privileged leaders, mediocrities and mystifiers who pursue their private interests under a smokescreen of ideologies.”
- Page 29 Again the statistics relating to university enrolments are taken from the Annual Reports of the Universities Commission. It should be noted that although enrolments are, of course, known in September, official statistics are determined in December.
- Page 29 Marilyn Pilkington has since graduated in Law from Osgoode Hall and more recently has written a Ph.D. thesis on the Association of Universities and Colleges of Canada which I am told is a monumental work.
- Page 32 The appointment of a vice-chairman in view of the practice of electing a vice-chairman in this instance may have been prompted by personalities, but it does seem like an

unwarranted intrusion on the part of the government in what must surely be an “in-house” matter.

Page 34

The question of Athabasca University’s legal existence becomes truly complex when one considers Order in Council 1281/71 (appendix 6) which was ordered and approved on July 20, 1971, and published in the *Alberta Gazette* August 14, 1971. This Order in Council, which Mr. Rodney doesn’t seem to be aware of, insomuch as he refers to “the two Orders in Council which relate to Athabasca University,” rescinds the Order in Council of July 8, 1971. Thus perhaps Athabasca University was legally constituted because the Order in Council that was thought to disestablish Athabasca University was itself rescinded 12 days after it was approved and ordered. In another form:

O.C. 1206/70 says “Athabasca University does exist.”

O.C. 1208/71 says “Athabasca University does not exist.”

O.C. 1281/71 says “Athabasca University does not exist.”

The ancillary question of the term of office of the Governing Authority then depends upon which of the Orders in Council one assumes to be valid. Whether or not Athabasca University did or did not exist in law from July 8, 1971, to December 20, 1972, is probably less important than the fact that from July 24, 1972, on, everybody *thought* that Athabasca University did not exist and that the members of the Governing Authority were acting extra-legally.

Page 43

The *Edmonton Journal* in general adopted an editorial policy supportive of Athabasca University as a desirable innovation in higher education. Towards the end of the life of the first Athabasca University, the *Journal* and Athabasca University did co-operate on the preparation of a “newspaper course.”

Page 44

Rightly, it can be argued that the other universities were also nervously engaged in speculation over what the government would do. However, the concerns of the Universities of Alberta, Calgary, and Lethbridge were related to the level of funding the government would provide in light of falling enrolments and not whether the government would disestablish those institutions.

appendices

1.	Press Notice - Minister of Education, February 10, 1967	57
2.	Post Secondary Education until 1972 - <i>An Alberta Policy Statement</i> - Honourable Robert Clark, January 1970	59
3.	Order in Council 1206/70, June 25, 1970	69
4.	<i>Athabasca University - Academic Concept</i>	71
5.	Order in Council 1208/71, July 8, 1971	93
6.	Order in Council 1281/71, July 20, 1971	94
7.	<i>Athabasca University Conceptual Design 1972</i>	96
8.	Statement by the Honourable James Foster on Athabasca University - Alberta Hansard, May 30, 1972, Volume 1, Number 57, pages 4-6	114
9.	<i>Athabasca University - An Experiment in Practical Planning</i> , October, 1972	116
10.	Order in Council 1986/72, December 20, 1972	154

Appendix 1:

Press Notice - Minister of Education, February 10, 1967

The Government has come to some conclusions with respect to the establishment of additional university facilities in the Edmonton area. These conclusions arise from the rapidly increasing student population in the northern two-thirds of the province. It has been concluded that the University of Alberta should have as its levelling off enrolment target 18,000 students, a level that will be reached in about four or five years. This will be true despite continued rapid expansion of facilities and enrolments in Calgary, the establishment of the University of Lethbridge, and some prospective increase in enrolments at the junior colleges. Pressure is being felt in many directions but especially in Education, for the preparation of teachers, and in Arts and Science.

During the past year there has been considerable interest in the possibility of an institution which has been referred to as an inter-denominational university, one whose governing arrangements and program, while fully protecting the right of free scholarship, would also give some recognition to and place for an emphasis on Christian principles and religious studies.

The Government is very sympathetic to this proposal and believes that it would have the support of a very substantial body of our citizenry.

Nevertheless, the Government has had to conclude that the time factor rules out its immediate implementation in that with the student pressure on the horizon, planning for the new institution must get under way immediately. The consultations within and among denominations having a possible interest, the reaching of decisions individually and collectively, the raising or pledging of funds for some aspects of the total proposition, the passing of necessary legislation, all point to a time involvement that would delay the possibility of necessary positive and immediate action.

The decision has been reached, consequently, to proceed with the fourth Alberta university under the ordinary provisions of The Universities Act, but keeping open, and continuing to pursue, the possibility of an inter-denominational institution in the not too distant future.

The above decision now having been made it becomes necessary for the Government, in consultation with the Universities Commission, to consider in

[Alberta. Department of Education] Press Notice February 10, 1967. Reproduced by permission.

greater detail questions of incorporation of a university, appointment of a Board of Governors and President, initial curriculum, location, buildings, and the many matters which will now arise. To this end extensive studies in consultation with University authorities here and elsewhere in Canada, will be undertaken and pursued as quickly as possible before any final arrangements are made with respect to these matters.

Appendix 2:

Post Secondary Education until 1972 - An Alberta Policy Statement - Honourable Robert Clark, January 1970

Introduction

On June 24, 1969 the Alberta Government created a Commission on Educational Planning under the direction of Dr. Walter H. Worth, former Vice-President of the University of Alberta.

The Commission was authorized to launch a broad scale inquiry into current social and economic trends within Alberta and their educational consequences for Albertans over the next two decades. It was asked to study the total educational system in Alberta and to set out ways in which this system will need to be modified and changed in order to meet the educational needs of future generations.

The creation of the Worth Commission underlined the Alberta Government's concern for preparing for the challenges of the future. One of the greatest of these challenges is the continuous reform of our post-secondary educational system to serve the needs of Albertans.

However, the Worth Commission will not deliver its report until 1972. There is therefore a strong need for a clear statement of interim government policy with respect to the administration of the post-secondary educational system between 1970 and 1972. Such a statement of policy is needed equally by educational administrators, students and parents.

It is hoped that this statement of policy will constitute a clear and concise indication of the government's intentions in the post-secondary educational field for the next two years.

Robert C. Clark
Minister of Education

The Post-Secondary System: General Guidelines

In reaching conclusions on the many perplexing and complex problems yet to be resolved in the post-secondary field, the Government is guided by certain basic guidelines. Until 1972 these will constitute the foundation of government policy on the education of Albertans beyond high school:

Clark, Robert. "Post Secondary Education Until 1972: An Alberta Policy Statement." Edmonton: Dept. of Education, 1970. Unpublished manuscript released by the Office of the Minister of Education. Reproduced by permission of Robert Clark.

1. All Albertans who are capable of benefiting from undergraduate education in one or another of Alberta's universities should be provided with the opportunity to do so.
2. While university research and graduate study are important, first priority in university effort should be placed on undergraduate instruction and professional instruction after the first degree.
3. The Government considers that all fees charged by the universities should be maintained at their present level.
4. There is a need for an expanding provincial university system. At the same time, however, universities must accept increasing responsibility for accountability in costs and for the establishment of priorities in expenditures consistent with the social and economic needs of the province.
5. Every attempt should be made to provide opportunities for Albertans seeking non-university post-secondary education in colleges and institutes of technology.
6. Accordingly, there will be continued development of a college system providing comprehensive programs to meet the needs of students having a wide range of interests and talents.
7. The Government is equally dedicated to the continued expansion of such other important post-secondary institutions as the Institutes of Technology.
8. The two year comprehensive college with university transfer programs of that length constitutes a desirable terminal objective for the college system.
9. The Government supports the commission form of government as an effective structure for the co-ordination of post-secondary education.
10. Decentralization of post-secondary educational opportunity, wherever economically feasible, will continue to be supported.
11. The Government will continue to administer a comprehensive and flexible financial assistance program for students to ensure that those capable of benefiting from further education are able to do so.
12. All post-secondary institutions are expected to seek new and alternative means of conducting their affairs so that the quality and efficiency of their educational efforts can continue to improve without a corresponding increase in costs.

Universities

The Government has established, through the Universities Act of 1966, a university system for the Province. Each of the three universities that currently make up the total membership of the system, the University of Alberta, the University of Calgary and the University of Lethbridge has been granted wide powers under the Act to develop programs and to provide instruction consistent with the traditions of academic freedom enjoyed by Canadian universities. Since each university is part of the provincial system, however, it works within the limits imposed by this membership.

The Universities Act provided for the establishment of a Universities Commission consisting of a full time chairman and eight other persons drawn from the public at large to co-ordinate the efforts of the provincial university system.

Apart from student fees, which currently support approximately 15 per cent of the total cost of current operation, the universities of the province draw their support almost exclusively from provincial revenues. Ultimately Alberta receives yearly grants from the Government of Canada, roughly equivalent to one-half of the operating expenses of all post-secondary institutions including universities; the Alberta Government must, however, allocate during each fiscal year sufficient funds to support the universities. Further, it must provide, without any assistance other than from public subscription, all the funds necessary to meet the universities' needs for buildings and equipment.

The Government looks to the Commission for advice on university finance. While reserving the right to decide the final amount to be allocated for the support of the university system—having in mind social priorities and the capacity of the provincial economy—the Government is guided by the recommendations of the Commission. Further, once the total amount of university funds has been decided, the Commission has the responsibility for distributing these funds among the universities. The Commission is expected to improve its analytical processes still further and among its other responsibilities, will co-ordinate the expansion of services within the system in order to prevent unnecessary duplication.

In effect, the Commission is expected, along with the Board of Governors, to give voice to the public interest in the development of an outstanding provincial university system. At the same time, the Government recognizes the dedication of the university staffs towards the achievement of excellence in their several institutions.

During these recent years of rapid university expansion, capital investment has been a major expenditure. The Government has during the five year period to end in 1972 allocated \$185 million towards the provision of facilities and equipment on the three campuses. The Government will announce before the termination of the current five year period a sum to be allocated during the

succeeding five years for those facilities necessary to accommodate Alberta students seeking a university education. The broad guidelines for expansion of the three campuses are as follows:

University of Alberta

The maximum enrolment for the University of Alberta has been set at 25,000. This target will permit the most complete use of the land available to the University without unduly taxing public services. This enrolment ceiling will provide the University with the opportunity of exploiting to the full the economic and education advantages of large scale operation.

The government recognizes that, despite the attractiveness of small institutions, most of the great universities on this continent have enrolments exceeding 20,000. With such members, a balance can be struck between graduate and undergraduate education and between the general and professional faculties. Depersonalization does not automatically follow from size; and there are good reasons why the modern large university, with its many faculties offering a multitude of varied programs, has become typical in North America. Accordingly, the Government expects the University of Alberta, in keeping with the guidelines outlined earlier, to determine the appropriate emphases among its various faculties. The Government is confident that the University staff and its Board of Governors under the broad guidelines set by the Universities Commission will develop programs in the best interests of the Province.

University of Calgary

The Government is pleased with the rapid expansion of programs and enrolment at the University of Calgary. While at this time no limits in size need be struck, the Government anticipates that enrolments in the University of Calgary will ultimately be comparable to those of the University of Alberta and that its many programs will either duplicate or complement those offered on the older campus. The Province needs these two major centers of higher education with the rich and creative educational environment that the modern university can provide.

University of Lethbridge

With the Province having two universities of the "multiversity" type, the Government considers that further additions to the university system should meet regional needs or reflect other unique purposes. The Government expects the University of Lethbridge to meet the needs of an important region in the Province and anticipates that the University will develop programs in keeping with this commitment.

The Fourth University

An examination of enrolment projections in relationship to accommodation within the university system reveals two significant facts: the University of Alberta will reach its 25,000 limit by 1973, and although student places will still be available within the total system, the other universities must meet the demands of expanding enrolments from the regions which they now serve. While the University of Calgary is dedicated to serving the interests of Alberta students, it should, of necessity, first provide accommodation for students from the Calgary region.

Accordingly, the construction of a fourth university must be commenced immediately to be completed within three years.

The siting of the fourth university has been a matter of grave concern to Government. Two differing views could influence a decision on the location of additional university service. A university might be located in an area of rapidly expanding population to meet the pressures of mounting enrolments or it could be sited in a region with less dense population to stimulate overall economic development which would eventually create additional enrolments. Each view has strong supporting arguments.

The Government has chosen to follow the first view in locating the fourth campus of the provincial university system. It proposes to locate the fourth university in the Edmonton metropolitan region.

It does so for these reasons: the University of Alberta will be required to limit admissions by 1973 to keep within the 25,000 enrolment ceiling. At the same time, the demand for university facilities in the Edmonton region is increasing rather than diminishing. Population projections forecast a metropolitan community of over 600,000 within the next five to ten years, an increase equivalent to a city of 250,000 people. No other region in the Province has, or will have, equivalent demands for university accommodation within the next decade.

Finding a location for the fourth university within the Edmonton region has received careful and objective study. The Government had the choice of at least five attractive sites within suburban communities neighboring on Edmonton. It has chosen a site near the town of St. Albert north of Edmonton. The Government arrived at this decision through the best available advice on such factors as the new university's accessibility to its major source of students and the availability of public services. It is anticipated that more than 70 per cent of the university's enrolment will come from the Edmonton region.

The Government proposes to appoint a Board of Governors for the fourth university early in 1970 with an immediate commitment to plan a campus for 5,000 students. While recognizing the importance of granting this board the widest degree of freedom in planning the new university in consultation with the Universities Commission, the Government will, nonetheless, set certain guidelines for its development.

The Government considers that this new member of the university system should reflect unique educational objectives. The university should limit its undergraduate programs to faculties in arts, science and education. At the graduate level, the Province's fourth university should stress the humanities and the social sciences. With its major research efforts limited to disciplines in these fields, our fourth university should contribute uniquely to the cultural and social life of the province.

The Colleges

A. College Administration

In 1969, the Province assented to Bill 70, which was proclaimed in its entirety on October 1st, 1969 as an *Act Respecting a Provincial College System*.

Through this Act, the Government accepted the commission form of administration as the most effective structure for the co-ordination of the college system. The primary functions of the newly appointed Colleges Commission are to provide leadership to the college system, to co-ordinate the activities of the members of the system and to act as intermediary between the system and the government, and between the college system and other systems.

In keeping with its commitment to a policy of local autonomy in the governance of the internal college affairs, the Government will appoint a Board of Governors to administer each college. To provide for participatory decision making, each board will include one academic staff member and one student representative. Each board is empowered to establish policies with regard to the conduct of the affairs of the college.

B. College Facilities

In attempting to provide educational facilities for all Albertans who wish to pursue their education beyond high school level outside of the universities, the Government will continue to develop an expanding college system.

To this end, the Province has embarked upon an expanding college campus construction program. Approval has already been given for new campuses at Medicine Hat. Plans are underway for the establishment of a new college

campus at Grande Prairie. Major extensions to the facilities in existence at Red Deer and Lethbridge have been approved.

The Government proposes to establish a sixth college to be located in Edmonton which will accommodate approximately 5,000 students in its first phase of operation. To implement this new educational service as rapidly as possible, the Government is giving thought to employing a number of temporary facilities, including the Northern Alberta Institute of Technology. While plans for the permanent Edmonton College are not yet complete, consideration is being given to locating it in a downtown site which should facilitate the greatest possible interaction between the college and the community.

By 1975, the Alberta Government will have accommodation for approximately 14,000 students in the six public Colleges in line with the government's commitment to decentralization of educational opportunity.

C. Functions and Objectives

The Government views the public college in Alberta as a truly comprehensive two year post-secondary institution providing training and education for students having a wide variety of interests, aptitudes, and types of intelligence. In keeping with this view, the Government accepts the "open door" policy of admission. The typical entrance requirement will be a high school diploma, but adults will be accepted irrespective of their high school achievement.

In the Alberta college system, emphasis is placed on the student so that with proper guidance, counselling and instruction he will find programs suited to his and society's needs. The objectives of the colleges are, therefore, to broaden the scope of higher education in the Province, to ease the problem of access to its benefits, to assist students who have dropped out of school toward further education, and to serve in some areas as community centres for cultural activities. This means that colleges will provide, in addition to university transfer programs, technical and vocational programs, academic upgrading for those who seek entry to more advanced programs, education beyond the high school level and continuing education for interested adults.

D. College Financing

Since the Government has elected to support the college system from the general revenues of the Province, it is committed to providing sufficient operating and capital funds for the colleges in the six locations referred to above. Projected capital costs for the next three year period will be in the neighborhood of \$42 million for the entire system.

These expenditures will provide the people of Alberta with six truly comprehensive two year public colleges located in Edmonton, Calgary, Medicine Hat, Lethbridge, Grande Prairie, and Red Deer.

Technological Education

The Government will continue to provide adequate programs of technical and vocational training designed to serve the needs of Albertans and of industry and business in the Province. Most of these programs are offered in institutions operated directly by the Department of Education, and the Government proposes to increase materially the type and extent of these programs by increasing accommodation in these institutions.

A. Institutes of Technology

The Northern Alberta Institute of Technology in Edmonton and the Southern Alberta Institute of Technology in Calgary make major contributions to the Government's total program of technical and vocational education. These Institutions will, between now and 1972, continue to be characterized by their polytechnical nature in that they offer a variety of programs at the semi-skilled, skilled and semi-professional levels in a wide range of occupations including engineering, business administration, social sciences and health services.

Master plans for the two campuses are being developed which will permit the Institutions to service more than 5,000 day students each by 1973-74.

The planning for these facilities includes ancillary facilities. Considerable time will be required to complete all developments proposed by the master plans but accommodation will be increased significantly during the next three years.

During this time, the Government expects to complete at the Southern Alberta Institute of Technology phase one of a technical and trades building, a new Alberta College of Art, some parking and a number of renovations to its existing facilities.

Expansion at the Northern Alberta Institute of Technology over the next three years will depend to some extent upon the acquisition of additional land and a satisfactory solution of traffic patterns in the area of the campus. The precise plan which will govern the expansion of NAIT is still being studied, and several alternatives are being examined.

The Department of Education provides training programs under the Provincial Apprenticeship Training Program and the largest part of this training has been provided in our two Institutes of Technology. The need for this training continues to grow, and projections show an increase of approximately 1,000

apprentices over the next three year period. To provide for these in the interim period until physical facilities at the two Institutes are completed, steps will be taken to provide both NAIT and SAIT with additional shop facilities off campus.

B. Vocational Training Centres

The Province's vocational training centres offer programs designed to meet the needs of adults requiring pre-vocational and occupational preparation, especially in the areas of service and semi-skilled occupations.

A new Alberta Vocational Centre in Edmonton is currently under construction and expected to be completed by January, 1971. This institution now offers programs in three different locations in Edmonton and it is intended that all these will be housed in the new building.

In addition, space will be provided for the existing Alberta Vocational Commercial Centre and the Provincial Nursing Aide program as well as the X-Ray Laboratory program administered by the Department of Health.

When fully completed, this centre will have accommodation for 900 day students in a variety of programs.

The Government also proposes to provide a new building for the Alberta Vocational Centre in Calgary. The program offerings will be similar to those for the centre in Edmonton. Because of design problems associated with the urban renewal scheme, this centre is not expected to be completed until August, 1971 at the earliest.

The Government will continue to operate the recently expanded Alberta Vocational Centre at Fort McMurray. The expansion of this institution will depend upon industrial growth in the northern half of the Province and the results of ongoing study.

Additional facilities are being currently provided for the Alberta Petroleum Industry Training Centre in Edmonton. These facilities will permit the Government to expand pre-employment and upgrading programs offered at this unique institution over the next three years.

C. Other Programs

The Government proposes, in co-operation with the Federal Department of Manpower and Immigration, to arrange for increased training to meet the purposes of Canada Manpower not only in the institutions described above but also through expanded training programs offered directly in industry.

Agricultural and Vocational Colleges

While the Agricultural and Vocational Colleges are directly administered by the Department of Agriculture, the government views them as being a part of the system of post-secondary institutions serving the Province. In keeping with this view their development is being coordinated with development of other types of post-secondary institutions.

These colleges have provided service for many years and have played a vital role when the majority of the population resided on farms. As the urbanization trend has developed and as the needs of the farm population have changed, the Agricultural and Vocational Colleges have developed programs to satisfy these new needs in related management and technical skills. In this regard further study is underway to determine the functions to be served in the future.

Appendix 3:

Order in Council 1206/70, June 25, 1970

Approved and Ordered
Grant MacEwan

O.C. 1206/70

LIEUTENANT GOVERNOR

Edmonton,
June 25, 1970

Upon the recommendation of the Honourable the Minister of Education, dated June 25, 1970, the Executive Council advises, pursuant to section 3, subsections (2) to (4) inclusive, of The Universities Act:

1. That a university shall be established, solely on a site to be provided by the Alberta Government three miles North East of the Town of St. Albert, the name of which shall be the ATHABASCA UNIVERSITY.
2. That while ATHABASCA UNIVERSITY will be a full member of the provincial university system under The Universities Act, its curriculum and instructional objectives will be subject to the following conditions:
 - (a) The primary mission of the university will be the development of excellence in undergraduate studies.
 - (b) Undergraduate studies will be limited to the arts, sciences and education, with particular attention to the application of the humanities and social sciences in related professional fields.
 - (c) The development of a program of graduate studies is not expected to take place in the immediate future. Development of such a program will be contingent upon the approval of the Alberta Universities Commission and the amendment of this Order in Council by the Lieutenant Governor in Council.
 - (d) The university is expected to explore and to institute, if deemed desirable, new procedures in curriculum organization and instruction.

3. That an INTERIM GOVERNING AUTHORITY be and is hereby appointed to undertake the planning of the university and such other actions as are deemed essential to make the university operative, with membership of this Authority to consist of the following:

The Honourable Mr. Justice Carlton W. Clement, Chairman

(Mrs.) Marilyn Pilkington Shaw, Calgary

Richard S. Fowler, St. Albert

Dr. T.C. Byrne, Edmonton

Ronald Clarke, Edmonton

Dr. A. Marino Kristjanson, Edmonton

Rev. Edward M. Checkland, Edmonton

Dr. S. Gordon Geldart, Edmonton

Gordon E. Taylor ACTING CHAIRMAN

Appendix 4:

Athabasca University - Academic Concept

Foreword

For the past ten months the Governing Authority of Athabasca University has been actively engaged in the process of developing ideas of what Alberta's fourth university should be. The Academic Concept is a compendium of the best and most timely ideas the Governing Authority has been able to generate within the letter and spirit of its charge from the Government of Alberta.

Since an academic concept is dependent upon present ideas of the needs to be served, the Governing Authority is determined that the Academic Concept will always be responsive to the realities of time and circumstance. This Academic Concept is not an eternal verity but the Governing Authority's first step towards building a first-rate university.

The ideas expressed in the Academic Concept need to be tried on Athabasca University's constituents—students, faculty, the general public and legislators. The final statement of Athabasca University's Academic Concept will be written when the ideas expressed have been thoroughly tested by the people Athabasca University must serve. For this reason, the reader is invited to share in this exciting experiment in higher education by sending written comments or criticism to:

*The Chairman
Academic Planning Committee
Athabasca University
406 IBM Building
10808 - 99 Avenue
EDMONTON, Alberta*

Part I - A Conceptual Design

The Governing Authority of Athabasca University has been charged with the initial planning for the university and taking the first steps towards bringing it into existence. The Authority recognizes that ultimately the nature of any university is largely shaped by those who live and work within it—the students, the faculty and the administration. It recognizes further that certain social and economic constraints imposed on a university by other

Athabasca University Governing Authority. *Athabasca University: Academic Concept*. Edmonton: The University [1971].

organizations within its environment will also influence its design. Despite these immediate and long range influences the Authority considers that certain decisions taken during the formative stages of its institutional career will give direction to university growth and may determine the emphasis in its services to its students and its community.

Accordingly, the Authority has spent many months in planning and study. It has searched widely in Canada, United States and Great Britain for models which reflect the most recent thinking on university organization. It has sought for the idea of a university appropriate for the next three decades, yet consistent with current provincial needs. Despite the demands imposed by this task and time consumed in its undertaking, the Authority makes no apology for this approach. As a result the members of the Authority feel much more assured in the decisions they are now making and will make within the next two or three years, during the formative years of Alberta's fourth university.

The major pressure for the establishment of a fourth university in the provincial system in Alberta resided in rapidly increasing university enrolments during the years 1966-69. If, as recommended, the University of Alberta is to be limited to an enrolment of twenty-five thousand students, additional university accommodation is needed in the northern part of the province. The logic of locating the fourth university in the Edmonton metropolitan region becomes apparent when population forecasts for greater Edmonton are examined.

Certain legal restraints not applicable to other members of the university system have been imposed on Athabasca University through the Order-in-Council by which it was established. The University is limited to offering degree programs in arts, science and education. At the same time it has been directed to emphasize those disciplines related to the study of man and his social institutions. Within these limits Athabasca University is free to develop its own approach to structure, curricula, research and community outreach. It has, in fact, been directed by the Order-in-Council "to explore and institute, if deemed desirable, new procedures in curriculum organization and instruction". Restricting Athabasca to undergraduate study does, however, place the traditional preoccupations of universities in a different context. The close association of research and graduate study, for instance, will not be possible. If the university is to undertake research then it must do so through the involvement of undergraduates and towards the enhancement of undergraduate instruction. It must seek for new relationships among its teaching, service and research functions.

Those who design undergraduate schools usually recall the traditional role of the liberal arts college. This institution sought to provide that education which liberated man through a disciplining of his intellect. It was highly

individualistic in emphasis striving to create the free man. Since the concept of a liberal education had aristocratic origins the liberal arts college has tended to accentuate the differences between general and vocational studies. It is not surprising that the liberal arts college has had problems of survival in the practical culture of North America.

The modern university or “multiversity” brought new dimensions to the liberal arts. The traditions of an education which liberates have been lost in an overwhelmingly professional atmosphere. While some students continue to follow programs in general studies, those who receive the close attention of the teaching staff are more likely on routes leading to the practice of a discipline. The undergraduate programs have been designed to feed the insatiable appetites of graduate schools for journeymen in the scholastic crafts.

In the meantime undergraduates protest against the indifference of academics bent on careers in research and service. They question the relevance of programs designed to create scholars so specialized that they are unable to communicate across disciplinary boundaries. They react negatively to an intellectual professionalism devoid of moral conviction. They search for meaning in disciplines dedicated to the discovery of truth but frequently unrelated to social need. They seek not too successfully for new relationships with their social and physical environments.

What is needed, is a re-definition of liberal education consistent with contemporary social needs. Despite their overuse, the adjectives significant, relevant and meaningful are descriptive of appropriate curricula for any period in man's history. A conceptual design for Athabasca University reflecting these qualities demands a re-definition of liberal studies for those reaching maturity during the remaining decades of this century. The design might be properly named education for three decades.

A Liberal Education Re-defined

While education for the decades ahead must not overlook the original emphasis on individualism implicit in the liberal studies, its commitments must nonetheless extend to that of serving as “a vehicle for the realization of self in society”. If new educational dimensions are imperative for these decades, they reside in studies of the individual in relation to his environment. This commitment does not deny the importance of the current inward emphasis, of man's search for identity through increasing self knowledge. It does, however, stress that man, if he is to improve the quality of his living, must develop more insightful perceptions of his identification with and his responsibilities for his social institutions and the planet on which he lives. He must re-discover his role as a creature of the earth, as well as a conqueror of the stars.

Athabasca, in its conceptual design must assume as an over-riding or predominant theme, Man and his Environment. Such a theme provides the umbrella under which may be subsumed the components of liberal studies for the last three decades of the twentieth century.

Education for the next three decades must continue to recognize the importance of the disciplines developed by man. These organized systems of thought and research represent his highest achievements, the products of his probing intellect and a mark of his earthly uniqueness. They are the results of his never ending search for truth, his quest for knowledge. They constitute the tools by which he has performed modern miracles and at the same time created social problems of challenging complexity.

Education for the decades ahead must nonetheless be problem rather than discipline centred. The identification and exploration of the problems that man currently faces constitute the major challenge for education during the next thirty years. Through the application of his technology man is conquering both time and space. The cybernetic era, one in which the skill of the machine is added to its power, gives promise of a productivity, hitherto inconceivable. These achievements pose problems in social and economic reorganization that will test man's will to survive.

The new dimension, if it can be called such, is "knowledge for what?" The quest for knowledge may no longer be justifiable as an end in itself. Knowledge has many functions to perform, one of which may be to mark routes to improvements in the quality of living.

No one could deny that knowledge has to a degree always been functional. Man's current achievements attest to the use to which he has put his disciplines. That he must turn his quest for knowledge in different directions now seems imperative.

Education for the ensuing decades of the twentieth century must assume an interdisciplinary or paradisciplinary emphasis. The pursuit of knowledge through increased specialization has had its positive side. It has led to a flow of information so vast that it poses problems in storage and retrieval. It has furthered the quest for knowledge within disciplinary structures, to an extent that was inconceivable a decade ago. Specialization has, nonetheless, its negative side. Communication across scholastic boundaries grows increasingly difficult. Each discipline is becoming more and more the lonely outpost without reference even to its close relatives, let alone identity with any overall synthesis of man's intellectual achievements.

If education for the decades ahead is to focus on identifying and exploring problems, this activity will demand the knowledge and skills of practitioners in a wide range of disciplines. It will involve perceptions deriving from diverse

backgrounds in scholarship. It will require the sharp clash of intellectual conflict that inter-disciplinary discussion frequently engenders. It will necessitate an accommodation of views among practitioners of closely related and of pertinent disciplines, a synthesis of conflicting perceptions leading to an increased awareness of the more vital social issues.

This will demand a search for breadth as well as depth as the university turns its attention to the problems of man in relation to his environment during the decades ahead.

Education for the next three decades must be oriented to the future. It would be difficult to prove that in the past liberal education had been backward looking or that it ignored the needs of future generations. Nonetheless, education for the free man generally has involved the study of traditional cultural patterns. The maintenance of culture has been a major preoccupation of our educational institutions.

No university could or should ignore the contributions of history. To understand the present we must explore the past. If we are to meet the future adequately, we must be familiar with the origins of the contemporary.

But a commitment to the past is no adequate posture for the decades of change. A commitment to the future may be nothing more than a posture, nonetheless, if tangible steps are not taken to fulfil the dedication. How a university commits itself to the future has yet to be discovered. Perhaps it does this through the identification and exploration of emerging social problems, through the search for different types of social groupings, through an exploration of values relevant to the post-industrial era or through unique thrusts in research. An orientation to the future is an institutional state of mind created by the preoccupations of a teaching staff.

Education must be moral as well as intellectual. The traditional emphasis in liberal education has been on the "is" rather than the "ought". The typical academic has sought truth through the assumptions and procedures of his discipline wherever this search might lead. He has not considered whether it was right, or wrong, in the first instance to undertake the research. Rather he has been inspired by the norms of behavior for his craft which recognize the essential rightness of the quest for knowledge irrespective of consequence.

That education should be moral does not necessarily deny the validity of the value system motivating academic behavior. It stresses, however, that education must include opportunities for the development of values appropriate to a changing social order. The significance of values as motivators of behavior is being more and more recognized. If education means not only "to know" but "to do", then normative behavior is a major outcome of learning. Not only what we know, but what we do with what we know becomes the mark of an educated man.

Education for the future makes no distinctions between liberal and vocational.

One of our society's most difficult questions—first posed in the sixties and as yet unanswered—is the nature of the work in a technetronic society. The “acids of modernity” at work in every institution of our society have had important consequences for employment practices. Man has now produced machines that duplicate his skills, and through the process of cybernetics, he is marrying the skills of the machine to its power. The ultimate destiny of man in possession of tools produced by the symbiosis of technology and electronics is beyond current perception, but the immediate effects of technetronic power will be revealed through increased economic productivity with concomitant changes in employment practices. The question we face is whether we will enter an age of leisure with the machine acting as slave, or whether the character of the labor force will be altered through a tremendous growth in the service industries, that particular field of occupations into which the machine has not intruded.

If we are fated for lives of leisure then, of course, distinctions between vocational and avocational education disappear, and the appropriate use of leisure becomes the major educational objective. However, there is as yet little to support the view that leisure will become a way of life for the majority of people. The choice of a vocation is still one of the most important decisions a young person makes.

No educational institution whether it be university, college, technical institute, or high school should ignore the importance of students' vocational choices and preparation. The university must assume more responsibility for helping students find useful vocational outlets for their education, and for making them aware that particular fields of study, though enriching in themselves, do not readily lead to employment possibilities. The university must accept responsibility for the vocational preparation not only of graduates of its professional schools, but also of those who have followed more general programs.

The vocational challenge to education for the future demands more than conventional responses: not only must the university provide such assistance as vocational counselling, work experience and job placement; it must also contribute to the finding of new and useful roles for its graduates, particularly in the service fields, the people-related occupations which are the new frontier of employment. Those who apply knowledge towards the solution of social problems should become aware of its usefulness in meeting the needs of people. To discover how society can best employ the knowledge and skill of university graduates is a challenge for any university dedicated to providing education for the future.

Those responsible for the structures and processes of education for the decades ahead should stress learning rather than teaching. At first glance this directive appears fatuous. Teaching and learning are obviously part of one process, the obverse and reverse of the same coin. Is it possible to teach without the occurrence of learning? Can one really learn apart from the action of teaching? Is not the practice of teaching built on precepts derived from learning theory?

Teaching and learning are, of necessity, part of a continuum. But an emphasis on one or the other ends of the continuum creates different effects. To stress teaching is to become involved with procedures or method. We are caught up in argument over the relative merits of the lecture as opposed to the tutorial, or to small group seminars. We become involved with the advantages or disadvantages of teaching machines, of computer assisted instruction, and of a range of electronic devices.

To stress learning is to accept the central position of the student as a person. We must recognize, of course, that certain accepted practices in teaching will always be useful in furthering the learning of most students but that some individuals will reveal unique needs. A teaching staff should avoid doctrinaire positions on instructional procedures. It should strive rather for variety and richness in practice from the most traditional to the adventurously innovative. In so doing, the focus must remain on the client rather than the structures and processes of professional practice.

To stress learning frees the university from its geographical confines. Teaching takes place within classrooms, or at least within buildings. Being on or off campus is significant to the teaching act. Learning can and frequently does take place within campus limits. It can also occur in remote places—in the centre of a large city, on an Indian reservation, in a northern village, in a region with a unique ecological character.

This view sees the university not as a group of buildings but as an educational centre committed to organizing intellectual and emotional experiences for its students with lines of communication reaching into the many communities which make up its constituency. Thus defined the university becomes a dynamic system of intellectual energy transcending the boundaries of its central location.

An emphasis on the learning end of the continuum makes possible more flexible organizations of learning experiences. Teaching involves the presentation of information over a period of time. The typical structure covers three or four years with a yearly accumulation of units from the various disciplines sufficient in the end to justify the granting of a degree. If a student overcomes these hurdles he is assumed to have acquired a liberal education, an assumption that is fortunately sometimes correct.

If we stress learning, that is actual changes in human behavior, perhaps we can in time depart from these organizational stereotypes. Many students will, of course, prefer to follow tested routes to the cherished degree. Others may choose different avenues, following programs of individual study, or the exploration of problems existing outside university confines. Conceivably some may complete degree requirements in much shorter periods of time.

Education for the decades ahead must recognize that ends and means are of equal significance and that distinctions between content and method are no longer valid. The organization of learning experiences must reflect the flexibility and the freedom necessary to explore and seek solutions to problems in a changing society.

It is imperative that the student face the responsibility of seeking out what for him are the best methods of learning. His educational design may not be too different from those of his peers; it may however be quite unique. The responsibility of the university resides in assisting him in the identification of this uniqueness. In so doing it is contributing to his patterns for educational growth not for a three or four year period but for a lifetime. He is charged with discovering his life design for learning, his initiation into the learning society.

Part II - The Student Body

One constraint in the development of a design for Athabasca University derives from the problems in growth of the University of Alberta. Alberta's fourth university must, of necessity, complement the services provided by its first. To determine the educational programs and the possible nature of Athabasca's student body, one must examine enrolments in the various faculties of Alberta's first and major centre for higher education.

Of the total enrolment at the University of Alberta approximately 60% (58.3 to be exact) are registered in the faculties of Education, Arts and Science. If Athabasca University is to provide relief in accommodation it must offer courses in the humanities, in the sciences, including the physical, biological and social, and in education. If courses in business administration were added, these in total would duplicate services currently meeting the needs of two-thirds of University of Alberta students.

One can postulate through studying University of Alberta enrolments, not only the necessary programs for Athabasca but the probable nature of its student body. Of the current University of Alberta enrolment, approximately 65% are drawn from the Edmonton metropolitan region. Fifty-eight percent are between the ages of 18-21; seventy-seven percent fall within the 18-24 year age group. These students come from families of middle and lower

middle incomes; approximately 72.4% report family incomes of 10,000 dollars or less (26% are in the 7,000 to 10,000 range). And finally the male student predominates over the female by a 2 to 1 ratio. This ratio is less forbidding if enrolments in the humanities, sciences and education only are examined.

From this brief study we can come to some conclusions about Athabasca's student body. These will be its predominant characteristics:

1. Largely urban drawn mainly from the Edmonton high schools north of the river; seven out of ten students in Athabasca will probably commute.
2. Falling almost totally within the 18 to 21 year age group; certainly few will exceed 24 years of age. This pattern may be altered if Athabasca decides to encourage the attendance of older students through flexible admission requirements.
3. Coming from homes with moderate or less than moderate incomes, with a smattering of students from the higher income groups.
4. In all probability meeting the matriculation requirements typical of the Alberta university system, that is students drawn from the top one-third of the grade XII graduating class.

In the development of a model for Athabasca the first problem is posed by the common source of students for the two universities. The competition for students will not be limited to the immediate metropolitan region but will extend to the entire constituency now exclusively served by the University of Alberta. However, for the first five years the major, almost exclusive source of Athabasca enrolments will likely be the metropolitan region.

There are several ways by which Athabasca might secure its quota of students. The region might be divided into Athabasca and Alberta attendance areas much as is done within urban school districts. One would hesitate to accept a position on such a boundary commission! Another approach might be for Athabasca to accept those students who could not find accommodation in the University of Alberta, an admirable arrangement for the latter, if not for the former university.

Forced attendance allocations may be acceptable provincially but are not a basis for good relationships between institutions located within regional limits. And good relationships between the two schools are imperative in the years ahead. These must be built through mutual respect and understanding. If Athabasca University is to achieve stature within the province's university system, it must do so through the pursuit of objectives that are recognized and accepted by its sister institutions. One of its primary aims must be to provide an alternate route in higher education to those students within the

northern constituency who wish to follow programs in arts, science or education. Those who elect to attend Athabasca should do so from choice rather than necessity.

Part III - A Possible Model For Athabasca

The Nature of the University

The development of conceptual design is a necessary first step in the creation of a university. It is, however, only one step among many in bringing a new institution into existence. A design, no matter how thoughtfully conceived, must be clothed in the realities of organization. The second step in the planning process is the posing of a model illustrative of how the design may be achieved.

The conceptual design outlined earlier might find expression in a number of educational institutions. The proposal is to make the design a reality within a university. Having set this as an objective one finds it necessary to examine the nature of the university itself. What distinguishes it from its peers in the post secondary field? Briefly, what is a university?

A university is perhaps the most complete of all education institutions, in that it seeks to achieve a total commitment to knowledge. This commitment is expressed through a dedication to the three aspects of knowledge, its acquisition, its transmission and its application. The acquisition of knowledge is a response to man's search for truth. To acquire knowledge without passing it on would ultimately defeat the realization of this goal. To acquire and transmit knowledge with no thought of its function would lead to intellectual sterility. The full force of knowledge is achieved through a balanced emphasis among the three activities.

The aspects of knowledge have their institutional reflections in the three missions of the university: "the acquisition of knowledge is the mission of research, the transmission of knowledge is the mission of teaching, and the application of knowledge is the mission of public service". Athabasca University must assume all three roles if it is to earn its membership in the provincial university system. How it undertakes those functions however will distinguish it among its peers. Athabasca's approaches to research, to teaching, and to public service, should reflect the influences of its conceptual design.

The model should indicate a possible interaction among the three functions. In an undergraduate school the teaching mission is central. Yet effective teaching is in the long run dependent on research; add to teaching and research a perception of service to society and one strengthens these two missions with moral as well as intellectual fibre.

The Teaching Mission

The conceptual design for Athabasca accepts the importance of knowledge in the disciplines but it stresses that knowledge must perform a function—the realization of self in society. Knowledge must be so organized that staff and students together may identify and explore significant social and environmental problems. The most useful organization of knowledge in the problems approach to learning is interdisciplinary; the major thrust in problem solving should be towards the future.

Growth in knowledge of the disciplines throughout the three or four years a student spends acquiring a degree should be his major preoccupation. He cannot hope to achieve an understanding of himself or of his environment without this knowledge. This is a major purpose of university attendance. The various disciplines must be available in orderly sequences to make this possible.

Nevertheless, there should be throughout the first two years of a student's university career time spent in the probing of social problems and in interdisciplinary discussion and study. The student should become acquainted early in his career with a second major purpose of the university, the application or function of knowledge.

During the third year the exploration of certain social problems might become a major preoccupation. This could be achieved through individual study. In the third year the student should elect his major area of concentration—he might become actively involved in following and perhaps assisting research within the selected area.

If a student elects to graduate at the end of three years this should be his choice. If, however, he chooses to remain in university another year he may do so for a variety of reasons. He may wish to complete a transcript for entrance to graduate school. He may elect professional training in such fields as education, social service, or town planning. He may explore a particular problem more fully through following a further concentration of disciplines, seminar discussions and field activity.

To illustrate: a student at the end of two years may through his selection of disciplines and problem exploration, have developed an interest in urban studies. During this third year he might deepen his knowledge of this problem area through a concentration on the relevant disciplines, through interdisciplinary discussion, and through field experience. He might possibly select a program of travel under university guidance.

If he remains a fourth year he might choose to emphasize certain disciplines within his concentration in preparation for advanced study. In doing so, he

might follow a program of self directed study including reading, research and writing. On the other hand he might undertake practical training under university guidance in a professional field such as town planning.

To emphasize learning in contradistinction to teaching, a student's learning activities should be completely flexible. He might proceed towards a degree in the conventional manner by procedures of lecture, seminar and tutorials combined with directed study. He might, however, plan a unique program combining individual study projects with field experience. Indeed he might achieve in two years a fund of knowledge with experience in its application, an increased intellectual perception, and a maturity in outlook that would earn for him a degree at the end of that period.

A degree earned at the end of the second, third or fourth year of study ceases to be a certificate of training. It becomes in effect, a tangible recognition that the student was, for a period of time part of Athabasca's student community and that he had followed one or the other of the many routes leading to Athabasca's single degree, the same for all students irrespective of scholastic background.

The important document for the student then becomes his transcript. On this one should find recorded the disciplines which he has studied, the problems with which he has become involved, the special studies he has pursued, the field experience he has undertaken. Such a record should reflect his growth throughout his student years.

The Mission of Research

The modern university has received criticism, some of it justified, about the performance of its research mission. Critics maintain that research activity has become professionalized and has dominated rather than supported the teaching role. Despite this, there is agreement that a university devoid of research has not achieved a total commitment to knowledge.

Given the conceptual design of Athabasca University, what type of research activity should be encouraged?

If members of the academic staff become involved in exploring concentrations of disciplines around particular problems deriving from man's social or natural environment we might expect their research studies to be concomitant with these interests. A number of studies might, for instance, be subsumed under the terms of urban living, each of which would contribute to a deeper understanding of an identifiable problem in this area, all of which could be directed towards this fuller exploration of a series of problems with possible directives for action.

While all university research need not be project directed, a large proportion of it could be. Through project oriented research the relationship between the acquisition and the transmission of knowledge becomes increasingly apparent.

Community Service or Outreach

Through commitments in teaching and research one can readily discover directions for the community involvement of staff members. Special departments of extension are not essential to the fulfilment of the service function. Athabasca University could relate directly to the community through its teaching and research concentrations. University service might find expression through off-campus locations in the centre of large cities, within special ecological regions, and among social and economic institutions of the province. One university in North America has chosen to call this "community outreach".

This description of possible interactions among the three missions gives shape to an academic plan for Athabasca. Much detail is still necessary. The vertical organization of sequential programs and the horizontal articulation around significant problems at third and fourth year levels must be planned by competent academics. The first step is to approve this approach as a desirable direction for detailed planning.

What type of organization is most appropriate for the expression of this plan? A decision on this is necessary to achieve the conceptual design outlined in Section 1.

The view of the university as a social system is useful in evaluating various organizational patterns. Such a perception recognizes that roles are enacted by groups or individuals which reflect the interaction between the aspirations and expectations of these performers. The various performing groups within the university hierarchy can be readily identified—they are such as these: administrators, staff, students, service personnel, support staff. The interaction among these groups frequently creates internal stress leading to responses engendering modifications in role performance. Generally, the system is in balance; a new element or factor thrust into the system will create an imbalance which may result in change. More often, it results in all elements of the system striving to restore the original balance and return this system to its former state.

The university as a social system assumes the functions of an educational system when the various groups work towards the achievement of clearly stated learning objectives. Interactions within a system constrained by the pressures of surrounding conditions will through time have infinitely greater influence on its educational objectives and instructional methods than the

pre-planning of those serving as university midwives. Certain decisions taken for Athabasca now may nonetheless influence its future growth.

The academic model outlined above should not depend on a particular type of organization to give it life. Nonetheless, certain organizational structures may do less to impede its achievement than others.

An Organizational Model

The most common organizational model for universities on this continent is the unitary structure. Irrespective of its stage in development the total or complete unit constitutes the basic design of the university with growth occurring by adding to or expanding the original organism. As the university grows its unitary features become blurred by faculty divisions and by the growth of professional schools. The tendency remains, however, to think of the university as a totality. Sub-units have been created through specialization of function within its boundaries. While these divisions may become extremely powerful none makes any claim to being part of a federal system.

An illustration of a different form is the university created through the federation of a group of colleges. Each college may retain its uniqueness and enjoy a high degree of independence. The university is granted only those powers that are essential to the establishment of central services. As with most federal states, conflict between central and local authority is endemic in this type of organization.

A possible model for Athabasca resides somewhere between these two extremes. The suggested organization is modular in design. The university when complete should consist of a group of modules, supported by certain university wide services.

A module* is defined as a reasonably self contained educational unit. It will consist of students, faculty and programs. It will find expression physically through a building or a group of buildings providing accommodation for offices, teaching areas, student activities and ancillary needs. Enrolments should be small enough to avoid the remoteness of large institutions yet large enough to gain some advantage from the economy of scale.

University wide services should not be too difficult to identify. The informational services, including the library and electronic devices, should be planned to meet the needs of the university at its maturity. The university administrative organization inclusive of personnel administration, budgeting, pupil-personnel services and institutional research should serve the complete system of modules.

* For a more detailed description of a module see Appendix 1.

A major advantage of the modular model resides in its built-in capacity for orderly growth. Each module is designed to serve a certain number of students. When one module is complete or nearly so, another may be started to keep pace with expanding enrolments. At any particular point in its growth be it four, six or eight modules the university achieves a sense of completeness. University wide services should at the outset be engineered to serve final enrolments.

The modular organization may be particularly appropriate for Athabasca University. Each module should be similar to its peers reflecting the university's overall academic plan. Differences among modules will develop inevitably, but uniqueness will derive from the people who work in them. For the foreseeable future Athabasca's student body will be selected from those wishing to follow programs in the humanities, the social and the physical sciences. Only in the fourth year will there exist anything comparable to the professional faculties of the comprehensive university. The plan to include a range of disciplines within each module is not unrealistic. Some of the modules may establish their own concentrations or disciplines through problem exploration during the senior years. But the selection of a particular problem area should not leave a permanent stamp if the termination of the study is anticipated at the outset.

Athabasca's enrolments in the humanities and in the sciences, including the professional fourth year, may reach 10,000 by the end of the seventies. This will make an exceedingly large university. (The University of Alberta's proposed limits for comparable undergraduate programs will not exceed these numbers by more than two or three thousand.) If the unitary or total approach is adopted with the inevitable divisions of the University into Arts, Science and Education, in time the staff, students and the administration will become much more distinct and separate groups with interaction among them following the formalized procedures that currently dominate large universities.

The modular design provides for centres of interaction within the total system. Within each centre there exists the possibility for less formal and more direct communication among students and faculty. Theoretically, at least, the modular organization creates opportunities for a fuller achievement of interpersonal relations irrespective of enrolment.

Each module could serve as a significant influence on student life. It is, of course, difficult to anticipate how students will react to the modular organization. Students tend to create their own schema for activity regardless of organization, either within or without university limits. It now seems evident that student government in the large university has become so remote from the mass of students that it exerts little influence on their lives. Extra-class activities centred in each module might involve more students than in universities organized in different forms. Evidence from those adopting the modular design suggests that this does happen.

From studies of this type of university it seems apparent that extreme social and intellectual divisions among the faculty are decreased to a degree at least.

The close herding of staff members within university departments along disciplinary lines is avoided. With professors drawn from a range of disciplines located within each module or educational centre the possibility for interdisciplinary discussion either casually or formally organized is enhanced. This should prove advantageous to the achievement of Athabasca's conceptual design.

Part IV - The Input-Output Model

The purpose of this model is to make possible the examination of the task yet to be achieved. This input-output model delineates the internal structures and the outer limits of the institution to be created. It does not indicate the system of which Athabasca University will eventually be a sub-system, e.g. the community, the high schools, neighboring universities, professional faculties into which Athabasca students will seek entry. The constraints imposed by the total system will be of tremendous significance if Athabasca University is to achieve its initial objectives. The groundwork for interrelationships between Athabasca University and other parts of the system must be commenced during the period in which the new institution is being brought into existence.

The immediate problem for the Authority is that of micro planning, the development of the internal network of relationships that will make the university functional.

The input-output design, despite its economic overtones, has its usefulness. It forces one to think critically about objectives and to state these as crisply as possible. The long range success of the university will depend on its effectiveness in the achievement of these objectives. The more closely these objectives adhere to that which is measurable, or at least observable, the easier will be the task of evaluating effectiveness.

The appropriate allocation of inputs contributes to the efficiency of the institution. Theoretically we should aim at that arrangement which will achieve the objectives with the minimum of expenditures in human and physical resources. Maximizing output and minimizing input in this sense is as desirable an objective for a university as for a business organization.

The industrial analogy has merit but nonetheless if adhered to strictly would be hazardous. The model does, however, provide an overall design for planning. It should be recognized that each of the major inputs is itself a sub-system reflecting somewhat the characteristics of a complete system. The provision of instructional materials, for instance, must be planned as a distinct sub-system. This service has definite relationships to other sub-systems which

will influence its final design, but it will possess unique procedures and professional competencies.

Other sub-systems can be similarly identified. For instance, policies in personnel administration should receive attention early in the planning process. While it is recognized that personnel policies will be modified when the realities of operation begin to exert pressure, a very clear statement of the conditions of employment should be made well in advance of the first academic appointment.

The key sub-system is, of course, that provided for under II (a). Some broad decisions have already been taken. It will be necessary, however, to develop structures for the grouping of students. Most, if not all, of the remaining sub-systems specified in the model are dependent on the structures, processes and products of curriculum planning.

To illustrate: a system of accounting which will interrelate program planning, program budgeting, program evaluation and program control should be introduced at the outset. Our first task is, nonetheless, to create some programs.

If these various inputs outlined in the model are in fact realistic, it should be possible to provide critical paths for the planning and establishment of each. The problem for the person whose responsibility will be the orchestration of the total creative process is to make sure that all parts are in harmony.

A PROPOSED SYSTEM FOR MICRO PLANNING

The Resources, human, physical and financial, necessary to achieve the objectives of the organization:

I. Administration

(The organization necessary to bring teaching staff and students together to achieve the desired outputs.)

determine the effectiveness of the system. Students figure as both inputs and outputs.)

- (a) Admission Procedures.
- (b) Student personnel services.
- (c) Student life activities.

II. Curriculum

(The experiences necessary to achieve the objectives of the institution.)

- (a) Organization of instructional programs.
- (b) Instructional materials.
- (c) An instructional technology.
- (d) Research activities of staff (and students).

V. Building & Facilities

(Constructing and maintaining the accommodation and facilities necessary to provide the physical environment best suited to meet the needs of inputs I, II, III and IV in the achievement of institutional objectives.)

- (a) Design and construction of buildings.
- (b) Necessary facilities.
- (c) A maintenance and custodial sub-system.

III. Staff (Instructional and Support)

(The personnel necessary to institute and develop the programs and contributing services under II (a), (b), (c) and (d).)

- (a) Personnel policies.
- (b) Staff organization.

VI. Financial Resources

- (a) Nature and source of support.
- (b) The development of an accounting system for program analysis, program budgeting and program control.

IV. Students

(The clients of the system. The persons whose behavior will

The University

A social organization dedicated to the process of teaching and

Persons, who after one, two, three or four year periods, display positive evidences of

I. They have increased their knowledge and those skills which provide direct access to the labor force or to professional faculties.
(The initiation into the productive society.)

IV. They have formed concepts of and are identified through study and direct participation with social institutions and organizations.
(Man and his social environment.)

II. They have explored and have tentatively assumed certain personal life styles.
(The perception of self.)

V. They have grown in the understanding of and have become identified with movements which emphasize man's dependence on his natural and physical environment.
(Man is an animal, "Comme les autres.")

III. They have deepened their understanding and increased their capacity for rewarding relationships with other people.
(The significance of human relations.)

The Restraints, the limitations on financial and human resources that shape the nature of the objectives and planning for these objectives:

I. The Order-In-Council, The Universities Act

(Working within the legal planning and developmental framework restricts activity.)
(a) Undergraduate studies only.
(b) Faculties of Arts, Science, Education.
(c) New modes of learning and teaching.

II. Financial Support

(The degree of capital and operating financial support.)
(a) The amounts of capital allocation.
(b) The level of operating support.
(c) The amount realized from private sources.

III. Staffing Constraints

(The recruitment and engagement of staff qualified to work towards the realization of the objectives.)
(a) Academic staff.
(b) Administrative staff.

INPUTS



learning in order to achieve these objectives or “outputs”.

OUTPUTS



behavioral changes in these directions:

VI. They have developed a philosophical awareness, and a deep interest in learning as a life-long pursuit.
(The importance of continued intellectual growth.)

VII. They have developed or are in the process of developing, a set of personal values related to each of the above objectives.
(We are what we believe, but what we believe should be subject to constant review.)

Benefits to the various communities served by the University and affected by its activity:

- I. Opportunities for educational and cultural preservation and advancements accrue to the communities served by the University.
- II. Resource contributions and recommendations on public policy are received from the university.

Appendix I - The Modular Concept

A module is a basic unit in the totality of the university. It is space in which certain functions are performed. These are university functions requiring a physical structure for their achievement. A module is, therefore, more than allocated space. It is the means by which people and resources are brought together for the achievement of purpose. In this sense it is a concept of organization.

The term, module, has been selected to define one unit of the network which, along with service centres, makes up the university.

In the document entitled "The Academic Plan" the university is referred to as a system of intellectual energy. The module is a concept, a structure, a space, or a unit designed to generate, transmit and apply this energy. It juxtaposes students, faculty, administrators and materials to achieve these tasks.

A module is in effect an organizational device useful only if those who work within it or from it are in substantial agreement with its basic design.

The three functions to be performed within and from a module are the teaching, research and service functions. Of these, for Athabasca, the teaching function should be pre-eminent.

The student enters the university with only limited understanding as to why he is there. The enlargement of this understanding provides substance for his university career.

These purposes must be met if this growth is to occur:

1. *Establishes purpose.*

The student must establish his purpose, that is, what he proposes to do within the university. He undertakes early in his career the organization of a learning program to be achieved over a period of time.

2. *Works to achieve purpose.*

He carries out this learning program using the resources available to him within the university and outside it.

3. *Evaluates progress and revises purposes.*

With the resources available to him he evaluates his progress periodically. This involves a review of his original purposes with possible shiftings in objectives.

In effect the student should spend time planning his program, executing it, evaluating his success and revising his original educational plan.

As we have indicated the emphasis in the modern university should be on learning rather than teaching. Planning, executing, evaluating and reviewing are all aspects of learning. The process making this possible resides in the communication of ideas.

If the university is a system of intellectual energy then the medium for transmitting that energy is the communicative process. This suggests that the module is a communication centre. The university organized into a group of modules is, in effect, a communication system. Each module must be so designed as to facilitate this process.

If one uses the communication concept as a definition of a module it becomes necessary to consider how the process occurs.

These activities are illustrative:

Auditory—The spoken word—lectures, discussions, seminars, bull sessions, demonstrations.

Visual—The written word—books, pamphlets, magazines.
Pictures—slides, filmstrips.

Auditory and Visual—Electronic devices—closed circuit television, computers.

Direct Experience—Laboratory.

Tactile—Sensitivity experiences with other people.

The literature on communication is extensive. Experts in the field might contribute towards designing both the modular unit and the total university to achieve the optimum in communication. It should be stressed that this communication is not a “within campus” process. It should extend “beyond campus”. One objective must be to bridge the “campus—non campus” dichotomy.

Physical Implications

The module is a portion of the university small enough to facilitate communication within the total system yet large enough to achieve economy of scale. Major decisions will have to be taken as to which phases of communication are to be contained within the module, which must take place within a grouping of modules, or within the total university, and which extend beyond the campus.

Students must talk to other students. A major part of his learning derives from this interaction. The module must provide space for this.

Students must meet with the academic and support staff, in groups, large and small, and individually. Space must be provided for this.

Students must have space for individual work, reading, writing, viewing slides, listening.

Members of the faculty must meet with each other for whatever purposes seem important to them.

Faculty members must have space for individual work, reading, study, planning, undertaking research.

The typical module might accommodate six hundred plus students, forty academics and five or six support staff. The students will be at different stages in the pursuit of their academic program. The academics will be drawn from different disciplines. The support staff might consist of such administrative and support personnel and student counsellors as are deemed essential.

The student should not be confined within the module for all his learning experiences. He should move freely throughout the university depending on his purposes, or outside the university as he sees fit. The module is a base serving him for one, two, three years or four years. Similarly, an academic may from time to time elect to alter his locale within the university.

The student assumes a responsibility when he becomes part of the Athabasca University community. He must decide how he will utilize the resources of the university to achieve his learning purposes. The responsibility of the faculty is to place as many resources at his command as possible, commensurate with the constraints imposed from within and without. Together, staff and student must evaluate the effectiveness of his progress.

Within these guidelines about the purposes of the module, decisions need to be taken on the degree of decentralization in resource allocation.

These questions must be decided early in the University's development:

1. How will the organizational structure of the module be related to total university government?
2. How will decisions be made about modular composition?
3. How will academic disciplines be related to the modular structure?
4. How best to provide instruction in the laboratory courses?
5. How much decentralization in the library resources?
6. How budget should be allocated?
7. How staffing decisions should be arrived at?

Appendix 5:

Order in Council 1208/71, July 8, 1971

Approved and Ordered
Grant MacEwan

O.C. 1208/71

LIEUTENANT GOVERNOR

Edmonton,
July 8, 1971

The Executive Council has had under consideration the report of the Honourable the Minister of Education, dated July 5, 1971, stating that:

WHEREAS the term of the interim governing body of Athabasca University, appointed under Order in Council numbered O.C. 1206/70, has expired pursuant to section 4, subsection (5) of The Universities Act;

THEREFORE, upon the recommendation of the Honourable the Minister of Education, the Executive Council advises that, pursuant to section 4, subsection (5) of The Universities Act, the Lieutenant Governor in Council hereby

1. appoints an interim governing body of ATHABASCA UNIVERSITY consisting of the following members:

(a) Merrill E. Wolfe	Edmonton	Chairman
(b) Dr. S. Gordon Geldart	Edmonton	Vice-Chairman
(c) Reverend Edward M. Checkland	Edmonton	
(d) Ronald Clarke	Edmonton	
(e) Richard S. Fowler	St. Albert	
(f) Lois Hole	St. Albert	
(g) Dr. A. Marino Kristjanson	Edmonton	
(h) James Langevin	St. Albert	

2. hereby rescinds Order in Council numbered O.C. 1206/70.

Order in Council 1208/71, July 8, 1971, Alberta, unpublished. Reproduced by permission.

Appendix 6:

Order in Council 1281/71, July 20, 1971

THE UNIVERSITIES ACT

Approved and Ordered
Grant MacEwan

O.C. 1281/71

LIÉUTENANT GOVERNOR

Edmonton,
July 20, 1971

O.C. 1208/71 RESCINDED; O.C. 1206/70 AMENDED

The Executive Council has had under consideration the report of the Honourable the Minister of Education, dated July 12, 1971, stating that:

Whereas the term of the interim governing body of Athabasca University, appointed under Order in Council numbered O.C. 1206/70, has expired, pursuant to section 4, subsection (5) of The Universities Act:

Therefore, upon the recommendation of the Honourable the Minister of Education, the Executive Council advises that, pursuant to section 4, subsection (5) of The Universities Act, the Lieutenant Governor in Council hereby:

1. Rescinds Order in Council numbered O.C. 1208/71.
2. Amends Order in Council numbered O.C. 1206/70 by striking out section 3 and by substituting therefor the following:
 3. That an Interim Governing Authority be and is hereby appointed to undertake the planning of the university and such other actions as are deemed essential to make the university operative, with membership of this Authority to consist of the following:

- | | | |
|----------------------------------|----------|---------------|
| (a) Merrill E. Wolfe | Edmonton | Chairman |
| (b) Dr. S. Gordon Geldart | Edmonton | Vice-Chairman |
| (c) Reverend Edward M. Checkland | Edmonton | |

O.C. 1208/71 Rescinded; O.C. 1206/70 Amended, O.C. 1281/71, (1971) 67 Alberta Gazette (Part 2) 1895. Reproduced by permission.

(d) Ronald Clarke	Edmonton
(e) Richard S. Fowler	St. Albert
(f) Lois Hole	St. Albert
(g) Dr. A. Marino Kristjanson	Edmonton
(h) James Langevin	St. Albert

HARRY E. STROM (Chairman).

Appendix 7:

Athabasca University Conceptual Design 1972

Introduction

During the 1960's, University enrollments in Alberta were increasing at an accelerating rate. In order to cope with this problem, the Government of Alberta, rather than force uncontrolled growth upon existing institutions, decided that a new University should be built. Accordingly in 1966, the Universities Commission was directed to undertake a study to arrive at recommendations for an appropriate location for this University. Upon completion of this study, a five hundred acre site near St. Albert was recommended and approved.

In June of 1970 The Athabasca University Governing Authority was appointed and was charged with the exciting and challenging task of developing Alberta's fourth University. This was to be a University for the seventies and beyond, characterized by a personalization of learning through the use of both educational innovation and technology. The Authority was given literally a 'carte blanche', the only over riding principal being that the academic concept reflect as accurately as possible education for the future. After a year of intensive planning, the academic concept evolved, a summary of which follows in this report.

The following report records the design concepts to date. It is recommended that any further planning should be related to a site in order to properly develop the concepts contained herein.

The next major task for the Authority was to appoint the project team which would create the physical environment wherein these concepts will be realized. It was decided to put together an interdisciplinary team which would be a real life model of the University's academic plan. Thus, in July of 1971, a team was selected which includes an Educational Consultant, a University Planning Consultant, an Urban Planner, Construction Managers, Ecologists, Engineers and Architects. A list of the participants is included in this report.

After lengthy deliberations with the Academic Planners, the design team produced its first broad concept for the University in December of 1971. The Authority approved the scheme in principal and instructed the team to proceed to the next phase of design with the proviso that all work related to

Athabasca University Design Consortium. *Athabasca University Conceptual Design*. [Edmonton: The Consortium] 1972. Architectural report, reprinted here in part.

the St. Albert site be halted. Thus the concept presented here is based on an abstract analysis of the problem unrelated to a specific site.

1. The problem

Athabasca University has been conceived as an institution devoted to man's realization of self in society, and to man and his environment. It will be a liberal arts University providing studies traditionally found in such institutions and emphasizing those disciplines related to the study of social institutions. Learning will be problem rather than discipline oriented.

This University will of course direct itself to the acquisition, transmission, and application of knowledge as have universities throughout our Western Culture. There will be little distinction between academic and vocational aspects of learning. Students will be involved in field problems, any one of which may become a focus around which a problem of studies could be developed.

Inherent in the planning of Alberta's fourth University is the perspective of the student as a learner. It recognizes the fact that man learns from other men and from his physical environment and stresses the importance of student / faculty relationships. Hence, the need to create the appropriate physical environment to achieve the purposes of the academic plan.

The University will be organized in colleges (or modules) of approximately 650 students. Each of these colleges will be self sufficient in that its students and faculty will include all of the disciplines studied in the University. These colleges will be joined together in clusters of three for economy of service from common facilities. As many as five clusters served by additional common facilities would eventually form the entire University of 10,000 students.

While the total institution will ultimately serve a very large group of individuals sharing in various ways the total resources of the University, basic emphasis will be on individual students working in relatively small groups seeking individual modes of learning in a loosely structured learning environment. The college allows students to identify with a relatively small group, while at the same time it is large enough to provide a variety of learning resources. The total University will include Students and Faculty, Administrators, Service and Support Personnel interacting at all levels. The college is the basic unit from the viewpoint of both organization and physical structure within the University. Physically it may be described as a large open space in which students are assigned individual study areas. Project arenas will develop where groups of varying size, including staff and students can meet for discussions and group consideration of various social, environmental, personal and intellectual problems. Interspersed throughout the college will be seminar rooms and faculty offices.

The academic concept proposes that the students have ready access to all learning resources within the University and the community. Thus, each college will have within it a logistics area which will make available to the students the resources of the University. It is here that the student is helped by specialized personnel in his pursuit of information. This logistics area will form part of the Cluster Resources Centre (to serve three colleges) which will include a small basic library, a variety of media material, and other support facilities such as lecture theatres and seminar rooms. The central communications area for the entire University will house the main library collection and such other services as computer, media, learning materials, access to regional resources, and administration.

Food services will be provided for each college with one or two specialized restaurants for the entire University. Each cluster will enjoy limited recreation facilities with major facilities such as a swimming pool, or a field house available for University wide, and community use. Student residences are being considered to accommodate up to 15% of the student population. Detailed planning of these must, however, await a site selection.

With the selection of a site, the relationship of the University within its Urban context will be explored. This is the role of the Urban Planner. The extent to which the University will serve as a generator of socio-economic activity and in turn, the extent to which the environment will affect the University, must be carefully evaluated. This will involve such studies as: the function of various levels and agencies of government, current plans and likely trends in the transportation network, trends in land use and patterns thereof, and other related urban problems. Given a prediction of the nature and form of the University's probable milieu, planners must determine how aspects of planning should influence or dictate the evolution of the surrounding developmental patterns.

The architectural solution or proposed physical design which follows was developed for a site assumed to have the following characteristics: suburban land of several hundred acres, reasonably level or gently undulating, located within easy commuting distance of a population centre of significant size. This infers the need for parking, public transit facilities and a minimum requirement for student residences.

From this concept has evolved an architectural program which is outlined in Appendix A.

2. The solution

Theory

Organization of Space

Vertical organization is suited to dissociated functions such as unrelated office building tenants. Physical communication is difficult because space is discontinued.

Horizontal organization allows greater possibilities of exchange among associated functions. Servicing is easier and the relationship to the ground is good. Physical communication is good because space is continuous.

Form

Traditional placement of individual buildings on a site is better suited to dissociated functions because the enclosed space is discontinuous.

Continuous form is suited to associated functions. Courtyards rather than buildings provide orientation and identity.

Growth

Horizontal space organization implies that directions for growth are primarily linear. To accommodate systematic incremental growth requires a basic building unit containing all service functions (a cell) which when joined with other such units creates major spaces. This growth must follow specific patterns, hence, the grid.

Growth and Change

The components of the zone are arranged so as to provide the most effective and efficient relationships possible - allowing each component to expand at its own particular growth rate.

To achieve scale in the large open spaces and adapt to possible topographical changes in the site, the components may be rotated around the common axis of the Pedestrian Street and the Central Facilities.

Student Housing and Parking components are positioned at the extremities of the Single Cluster Zone because their magnitude will be based upon known site conditions. Their growth is directed basically in one direction, however, should the adjacent Cluster be rotated about the common axis, these components are not affected.

Zoning components

Student Housing

The housing component is proposed on an outer zone. This zone, being open-ended permits flexibility in terms of numbers, possible interface with the adjoining community, and exploitation of topographical irregularities of the site. It is also removed from the noisier activities of the University.

A variety of housing types can easily be accommodated in this zone; from dormitories to small, decentralized units. The objective, however, will be to provide housing which is a sensitive response to the needs and desires of the student. Housing will be perhaps two storeys high, giving a comfortable domestic scale and helping to foster a sense of community, at minimum cost. There will be some self-contained one and two bedroom units for married students while others will house from two to eight students sharing common kitchen, dining, living and washroom facilities.

Maximum accommodation for up to 300 persons per cluster, including a few hostel type units in the main building, is proposed, but this can easily change if circumstances dictate.

Outdoor Recreation

The first cluster will have such major outdoor recreation spaces as football fields, ice skating rinks and tennis courts. These areas will occur between the one-of-a-kind facilities and housing. The one of a kind support areas such as equipment storage, locker and dressing rooms, can be used to serve the outdoor recreation areas.

With the selection of a site, possibilities for more individual outdoor activities such as cycling, hiking, horseback riding, boating, etc. can be considered. A wide range of activities is possible.

Inherent in the planning is the availability of all recreation areas to students, staff and the community, thus encouraging interaction between the University and the community as well as making fuller use of facilities.

One of a Kind Zone

The one of a kind zone occurs between the outdoor recreation zone and the 'pedestrian street'. It includes facilities such as a swimming pool, or a field house which may occur only once for the entire University. This zone allows freedom for specialized forms of structure to occur, as and when required, without interfering with the academic facilities. Good access from both the outside recreation areas as well as from the transportation and public

circulation zones is important because many of these facilities may be shared with the community.

Element 1 includes a gymnasium plus the required support facilities, the central heating plant and possibly a swimming pool. Additions or deletions can be accomplished without conflicting with the varying growth rates of components in other zones.

Pedestrian Street

The 'pedestrian street' provides a link between clusters along which is concentrated one of a kind spaces and social activity common to the entire University. It provides strong visual orientation, and is the place where student and student-visitor interaction can take place. Nodal points, or 'student forums', occur at each cluster, providing identification and sense of place. From here, there is direct access to public transportation, retail and service shops, the bookstore, and many other common facilities.

The street provides access to the administrative offices and other central support facilities which occur at the upper levels.

Central Service Zone

This zone includes service and support facilities common to the entire University and to the cluster. Central communications centre, administration, elements of cluster resource, retail facilities and restaurants are all here. Other central service functions such as the central kitchen, maintenance shops, and storage are located in the lower concourse level.

The central communications centre, the most important element in the zone, serves as the academic connector for all the colleges. It provides central storage, distribution and retrieval of learning materials. Housed within this component are the central library collection, eventually of 200,000 volumes, media production, computer services, learning systems development, and other central support facilities. Contact with the cluster Resource Centres (interfaces) is necessary for material and information delivery either physically or electronically. This area must be free to assume its own growth rate which will differ substantially from other components.

Interface

Three basic components occur vertically in this zone. The lower concourse is the science support space, the main and mezzanine floors are the food services and lounges, and the second floor and its mezzanine are the college resource facilities.

The science support area houses such functions as science storage, an instrumentation area, a radioactive lab, plant and animal areas. This has been located adjacent to the science logistic area and labs with easy access to shipping and receiving.

The academic programme requires that each college have its own eating and lounge facilities. These occur on the main floor of this zone, with direct connection to the college, but also accessible from the pedestrian street. This location also provides direct access and view into courtyards, which during good weather, can become outdoor eating / lounge spaces.

The college resource or logistics area houses facilities and personnel which will aid the student in his studies. This is a key function and therefore the student must have ready access from his work space.

Direct access to the cluster resource centre is also necessary, in particular the 20,000 volume library which caters to the immediate needs of the student. Therefore, each resource area is adjacent to its college, directly connected to the cluster resources which, in addition to the small library, contain media production facilities, music rooms, meeting/seminar rooms and other common facilities.

This is a zone of interaction between the individual college and the central facilities of the University.

Solution

Parking

The exact size and scale of parking areas will depend on site selection, however, Athabasca is assumed to be a commuter campus, relying on both private and public modes of transportation.

Student parking areas will be located near the colleges to minimize walking distance. Staff and visitor parking can be accommodated at the ends of the central service zone. As these areas expand parking areas can shift accordingly.

To avoid extensive areas of parked cars, a creative use of landscaping can be incorporated to reduce the size and scale of paved surfaces.

The College

The college is a space designed to house approximately 650 students, 25 to 30 faculty and their offices, seminar/meeting rooms, and individual study spaces.

Here is where the student will spend most of his time, and the interdisciplinary learner-teacher interaction comes into focus. Project arenas must accommodate varying numbers of people, hence the ability to alter the size of spaces must be provided. Students should be able to create the arrangement and decor of their study and project spaces.

This space has been conceived as an open system of shelter interspersed with open mezzanine floors. Project arenas, seminar rooms, and faculty offices will occur at the main levels, with student study spaces on both levels. There will be no permanent partitions and project arenas and study areas will be achieved by the use of 'tinker toy' type of components as well as walls of offices and seminar rooms.

Because of heavier service requirements, science labs and their logistics space are located at the concourse level for efficient connection to service systems, and good access to science support.

3. Building construction

Goals

In order to translate the concept of a University into physical form, it is important to establish goals which will have long range validity in physical terms. These goals are summarized as follows:

The physical form must respond to the current academic program requirements; however, the possibility for alterations for future academic change must be taken into account.

The interior spaces should provide visual interest, but the materials should be simple and rugged, displaying a spartan quality. The creation of detailed interest should rely heavily on the occupants; i.e. Students and faculty should be encouraged to create spaces, suitable for their particular circumstances, by simple means. Ecological considerations will be carefully evaluated as systems and materials, are selected. Environmental factors will receive detailed attention once the project is related to a site. The design must conform to the safety standards established by the National Building Code of Canada (1970). The construction classification selected under this code should allow for maximum future change while at the same time providing safety for both occupants and property.

Building materials and construction techniques should be selected on the basis that they will remain competitive throughout the construction program, and also consistent from an aesthetic viewpoint.

The structural system should provide a high degree of repetition in order to achieve economy. It must be capable of systematic incremental growth. There must also be a systematic integration of the mechanical, electrical, and structural systems, the integrity of which should be kept intact throughout the building. This is one of the most important, yet most difficult goals to achieve.

Electrical systems must be adequate to meet the academic objectives. The size and refinement of such systems will be limited to that which is reasonably required for an undergraduate University. It must be possible within the established framework to both change and add with ease, future electrical and communications requirements, many as yet unknown.

The mechanical system should provide a high degree of efficiency in terms of energy consumption, operation and maintenance, as well as a good physical environment for learning. The long range energy supply situation is uncertain, and therefore the system should be capable of conversion to new sources of energy at some future time. Mechanical changes due to use or space modifications must be possible without major system changes and without conflicting with the building structure.

It is considered desirable to bring both public transportation and service vehicles directly into the heart of the University in a weather protected area. It would similarly be desirable to have parking as convenient as possible, but this will have to await a final site selection before definite proposals can be made.

Site services such as water, sewer and power should be arranged in a manner which is economical, while at the same time minimizing damage to the environment.

In order to avoid undue delays related to unforeseen construction costs following the development of the planning concept, the construction management group has been involved from the onset of design work.

Implementation

Architectural

The entire building is patterned on a two dimensional tartan type structural grid, allowing for large areas in the major grid and service functions in the minor grid. There are three primary floor levels; the service level, the main (ground) floor, and the second floor. The main and second floor areas are

further supplemented by the introduction of mezzanine floors which relate to the functions of the floors on which they occur. This permits variation in ceiling heights in large open areas creating volumes suitable to different functions and giving visual interest: i.e. Ceiling heights in the student study areas need not be high, whereas project arenas could well use a higher ceiling. In some areas, particularly in the central zone, these mezzanines can become full floors by simply separating them from the floor below with a one hour fire separation. Under these circumstances, these floors need not be limited to 40% of the floor area below. The principal materials proposed for the exterior are steel, metal curtain wall, glass and concrete. On the interior, there are steel columns, concrete structure in some cases exposed, in other areas there would be acoustic ceiling treatment, painted drywall partitions, carpeted floors in some areas, brick pavers and/or resilient flooring in other areas. The service level will be largely unfinished concrete with some areas painted and finished in drywall.

The general occupancy classification under the National Building Code of Canada (1970) is Group A, Division 2. Other occupancies will include Group D, service and professional shops, and Group F-3, the transportation and service level. The category selected for the 'Type of Construction' is up to 5 stories in height, unlimited area. The general requirements under this classification are that the building shall be of non-combustible construction throughout with a 2 hour fire separation between the basement and any areas above, and that the entire structure and floor assemblies shall have a one hour fire resistance rating. Sprinklers are not required except in basement areas in excess of 1,500 sq. ft. All mezzanine areas will not exceed 40% of the floor area below. If this percentage is exceeded, it becomes by definition a full floor with all pursuant regulations applied to its construction. These requirements are embodied in the proposed concept.

Structural

For the purposes of this report, it has been assumed, as soil conditions in central and northern Alberta are generally good, that foundations will consist of spread footings and foundation walls.

The proposed structural system is based on an alternating 10' and 40' grid (tartan grid) in both directions. Columns are 14 inch square steel filled with concrete. The primary horizontal members are 10' wide concrete channel beams supporting 5' wide by 40' long precast concrete channels for floors and roof. The entire building is based on one set of structural components which, due to a high degree of repetition should have a significantly favourable effect upon costs. This system establishes a systematic vertical distribution for the service systems and fire exiting. The accompanying photographs demonstrate the flexibility provided for the service systems,

(Mechanical, Electrical and Communications). The option exists for all services to be exposed, or if desired can be covered within the channels by very simple architectural finishes. Incremental growth can be handled simply and efficiently.

In the design process several structural schemes based on this architectural concept, were studied and evaluated. For a variety of reasons, such as costs, compatibility with service systems, architectural suitability, fire-proofing, etc. these were discarded in favor of the scheme illustrated.

Electrical

In the area of communications and educational aids, suitable equipment service rooms and distribution cable systems are proposed to permit the availability of these facilities to any reasonable location both now and in the future. Such distribution cables will be installed along arterial routes between service rooms, using cable trays in the structural channel system. All learning areas will have extensive provision for interconnections to the resource areas such as the central communications library, so that information flow can take place in both directions.

Power would be distributed throughout the building for utilization at 600 volts. Services at 120 volts will be supplied from small local transformers. To maintain a high degree of reliability at reasonable capital cost, the main power load centres would be served by outdoor liquid insulated transformers with alternate methods of supply available in case of failure of any one component.

The engineering principles of intensity and lighting uniformity will take precedence only in spaces with critical visual tasks such as drafting rooms, science labs and areas involving continuous clerical work. Most areas in this institution will not fall into this category and therefore aesthetic and psychological factors will take precedence. The use of lighting to create atmosphere is considered an important method of aiding the academic objectives.

Because many areas have high ceilings, the use of high intensity discharge lamps such as mercury vapor may well prove more satisfactory than fluorescent lighting.

To maintain the goal of flexibility, much effort will be expended in providing sufficient space and accessibility for expansion and change of the electrical systems.

Mechanical

The most economical fuel readily available in the province at present is natural gas and it is therefore recommended as the basic fuel for heating systems. It is reasonable to assume that natural gas will be available for minor appliances and for laboratory use for the foreseeable future. It is however, possible that gas may not remain economical for purposes of heating, and a change to a different energy source is conceivable within the life span of this building.

In order to provide heating and cooling, a central plant seems most feasible since it makes conversion to different fuel types much easier than a decentralized unitized system. The system proposed envisages boilers and chillers only in a central location with fan systems located in many areas close to the spaces served.

The architectural and structural concept permits the installation of almost any type of distribution system. It is proposed that heating will be accomplished throughout by radiation, fan coil heaters and in some cases by reheat of air. All large window areas will be protected by under window radiation.

All air supply systems will be units, of a multi-zone or low velocity mixing box type, each covering 10 - 15,000 sq. ft. of area. This permits future changes with a minimum of disruption.

Special services such as steam, distilled water, compressed air and laboratory vacuum will be provided only if extensive use of these facilities warrants it, since portable equipment may prove to be more economical. Other special services such as fume exhausts, animal rooms, food preparation areas etc. will be provided with the necessary mechanical facilities.

Site Services and Transportation

Design parameters and unit costs must be capable of application to any area in the province similar to the St. Albert site. When a site is chosen, studies will be carried out for various aspects of site and services and transportation.

Investigations were made into water consumption and flows at the Universities of Alberta and Lethbridge. Based on these findings, together with Canadian Underwriters Association Standards for fire fighting, feeder main sizes will be established. Water storage may be required on the site. Two reservoirs could be built; one during the development of Element 1, and another when warranted by future development.

Sanitary sewer lines will be sized to handle the maximum hourly flow anticipated. It is assumed that the site will be in an area where sewage treatment facilities are available. If this is not so, treatment facilities near the University will be required.

Storm sewer sizing is a direct function of rainfall intensity and the type and size of area being drained (paved, grassed, etc.). When these factors are known, a complete study will be made.

The proposed roadway layout is a perimeter loop, with a central service tunnel running under the building. The perimeter roadways accommodate persons wishing to get to the parking lots. The service road, provides access for public transit vehicles, and service vehicles.

Parking requirements are closely related to the availability of public transit and extensive research into this area is not possible at this time. Parking will be peripheral and will be constructed as development of the University requires. Parking areas could be developed with parking structures to minimize the ultimate site coverage providing more efficient parking density ratios and allowing land for future building.

Construction Management

A project of this size requires a great deal of co-ordination of the activities of the various consultants and the client. During this preliminary phase, the Construction Managers, held regular meetings with the client and architects to review the input of all participants and recommend action to be taken to accomplish the goals established. Evaluation of the design concept in terms of costs and scheduling is also extremely important. Progress reports on the status of the work were submitted monthly to the Governing Authority.

During the design process several alternative structures were priced which will aid in the selection of the most suitable system. Both short activity schedules used in the planning phase as well as long range schedules for the complete construction of Element 1 were prepared and updated. The accompanying bar chart shows a consolidation of the latter schedule. As work on the project progresses, the work of the Construction Manager will be directed more towards providing a detailed estimate of cost for budget approval. Present indications are that the design concept can be achieved at a cost not exceeding earlier estimates.

The Construction Managers developed and co-ordinated an environmental studies programme on the St. Albert site. Environmental investigations included bird and wild life surveys, insect and amphibian studies, plant ecology and surficial soil surveys. Field studies pertaining to these investigations were carried out in the Fall of 1971, by professors and graduate students from the University of Alberta. A final report of these studies has not been submitted pending confirmation of the site.

Bibliography

Title	Submitted by
Preliminary Comments on Model Design Concept	Associated Engineering Services Ltd.
Interim Report AU Off-Site Services Study	Stanley Associates Engineering Ltd. Consulting Engineers
Academic Concept	Athabasca University
Some Ideas on AU	Athabasca University
Proposal for Student Life Activities	Dr. L. Ferguson
Proposal for the Instructional Programme	Athabasca University
Feedback from Building Users	Athabasca University
Design Guidelines for AU	Athabasca University
The Student Body	Dr. L. Ferguson
The Implication of Housing Policy	K.C. MacKenzie Associates Ltd., Urban Planner
Input to Design Team	K.C. MacKenzie Associates Ltd. Urban Planner
AU (Some Working Papers on the Development of a University Model)	Athabasca University

Site Services and Transportation Report Number One	Associated Engineering Services Ltd.
Notes on Academic Design	Stanton Leggett & Associates
AU, A Bird's Eye View	Athabasca University
Preliminary Comments Relating To Transportation	K.C. MacKenzie Associates Ltd. Urban Planner
Statements on AU Student Housing Policy	Dr. L. Ferguson
Draft Proposal	Vinto Engineering Ltd., Consulting Professional Engineers
Preliminary Comments Relating to Ancillary Facilities	K.C. MacKenzie Associates Ltd. Urban Planner
Site Services and Transportation Report Number Two	Associated Engineering Services Ltd.
Structural Report Number One	McBride Ragan Consulting Engineers
Preliminary Comments Relating to Certain Constraints, Affecting the Siting of the University Complex	K.C. MacKenzie Associates Ltd. Urban Planner
Anatomy of a Module	Stanton Leggett & Associates
Recreation Facilities, An Initial Proposal	Dr. L. Ferguson
Structural Report Number Two	McBride Ragan Consulting Engineers
AU, Anatomy of a Module	Athabasca University
Electrical Power Supply and Distribution Report Number One	W.R. Cheriton & Associates Ltd. Consulting Engineers
AU, Its Objectives and Dimensions	Athabasca University
AU, A Model for Change	Athabasca University
Facilities for Recreation	Stanton Leggett & Associates
University Planning, A Point of View	Athabasca University

Comments on Building Model	W.R. Cheriton & Associates Ltd. Consulting Engineers
AU Design Concept Comments	McBride Ragan Consulting Engineers
Comments Relating to Preliminary Design Concept	K.C. McKenzie Associates Ltd. Urban Planners
Mechanical Report Covering the Architectural Concept	Vinto Engineering Ltd. Consulting Professional Engineers
State of the Art (waste water treatment for potable reuse)	Associated Engineering Services Ltd.
Centre for Communication Services	Athabasca University
Report and Recommendations on Instructional Technology for AU	R.H. Bell, J. Philpot
Food Service	Little Trueman Associates Ltd.
Tentative Summary of Space Requirements	Stanton Leggett & Associates
Electrical Installation of Building Model, Report Number Two	W.R. Cheriton & Associates Ltd.
Design Parameters and Unit Costs, Report Number Three	Associated Engineering Services Ltd.
Mechanical Report Covering Estimated Mechanical Costs and General Mechanical Design Notes	Vinto Engineering Ltd.
Construction Management Report	Techman Ltd.
Athabasca University Conceptual Design Structural System	McBride Ragan Consulting Engineers
Mechanical Installations	Vinto Engineering Ltd. Consulting Professional Engineers

Appendix ‘A’

Designation of Spaces

Spaces	Basic Unit	Cluster 3 Colleges 2,000 Students	Total University 5 Clusters 10,000 Students
The College			
Student Study Locations	32,500		
Faculty Offices	5,900		
Science Laboratory Space	5,100		
Work Arenas For Projects	5,000		
Lounges	2,000		
Food Service	3,400		
Storage	500		
Sub-total - Sq. Ft.	54,400	163,200	816,000
Cluster Resource Centre (Three Colleges)			
Resource Area (Library & Media)	6,500		
Communications & Media Component (student work studios)	3,400		
Audio-TV Studio & Support	4,100		
Foreign Language Laboratory	1,200		
Music	600		
Group Space	7,100		
Sub-total - Sq. Ft.	22,900	22,900	114,500
Central Communication Centre (for total University)			
Collection & Reader Space (main library)	29,500		
Management & Processing	5,900		
Media Production (Art, Graphics, T.V.)	17,000		
Computer Services	5,000		
Learning Systems Development	2,000		
Science Support Space	10,700		
Bookstore	6,000		
Theatre	21,400		
Sub-total - Sq. Ft.	97,500	28,400	97,500
Central Administration			
President's Office & Support	3,550		
Educational Management	2,500		
Student Affairs Offices	3,900		
Financial Management	2,000		
Support Offices	2,750		
Sub-total - Sq. Ft.	14,700	14,700	20,000

Building Services

Central Kitchen	2,000		
Warehousing & Shops	4,000		
Security	500		
Staff	1,000		
Vehicle Storage	2,500		
Sub-total - Sq. Ft.	10,000	10,000	23,000

Recreation*Cluster Facilities*

Activity Areas	13,000		
Lockers, Showers & Support Areas	8,000		
Sub-total	21,000	21,000	105,000

Total University Facilities

Swimming Pool-Hockey-Curling etc.	45,000	10,000	45,000
Total - Net Assignable Sq. Ft.	270,000	1,221,000	
Total Gross Area (65% Efficiency)	420,000	1,900,000	
Gross Area Per Student - Sq. Ft.	210	190	

Appendix 8:

Statement by the Honourable James Foster on Athabasca University - Alberta Hansard, May 30, 1972, Volume 1, Number 57, pages 4-6

Mr. Speaker, for the past several months the government has reviewed all capital projects initiated by the previous administration. This review has included an assessment of the plans for the proposed Athabasca University.

The Athabasca University Governing Authority was established by Order in Council in June of 1970. It was directed to bring into existence an innovative university stressing undergraduate programs in the arts and sciences. A major purpose of the province's fourth university was to provide an alternative to the University of Alberta, which under the pressure of rapidly escalating enrolments, was approaching a student population of 20,000.

The original target date for the opening of Athabasca University's doors was set by the former government for September of 1973. Since then, however, the university growth patterns typical of the sixties have changed, despite the continued increased size of the 18 to 24 year old age group. University enrolments have levelled off, for the time being at least. The fact that university attendance in the last two years has not kept pace with increasing population is complex and difficult to analyse.

The government is very interested in and approves the academic plan developed by the governing authority of Athabasca University. This plan stresses innovative instructional methods and use of educational technology. Further, the academic plan calls for the development of cluster colleges which encourage close faculty-student interaction and small social groupings. When the need for a fourth provincial university becomes more clearly apparent, the government accepts that the Athabasca University plan will serve as a model.

The Athabasca authority has completed the conceptual phase in the designing of physical space to accommodate the academic plan. The authority has, over the past several months, employed a consortium of architects and engineers in this project. The termination of this phase brings physical planning to a point where certain decisions on site detail planning and construction activities are necessary. Accordingly, all physical planning is suspended indefinitely.

The government is not prepared at this time to indicate a specific site for the fourth university. Nor is the government ready to make a commitment on the exact date for its opening. We prefer to wait and examine university enrolment trends for the next two or three years before making any such announcement.

On the other hand, the government recognizes that time is necessary to plan a university, particularly one which departs from traditional patterns to the extent contemplated in the Athabasca university model. The sixties saw many post-secondary institutions brought into existence under the pressure of crisis planning. With the pace of university growth brought temporarily to a halt, it should be possible to plan new universities more effectively and in greater detail during this decade.

Accordingly, we are approving in general the proposal of the Athabasca University Governing Authority to continue academic planning by undertaking a pilot project which would test in a practical setting various dimensions of the Athabasca University model. This pilot study would, in effect, be a research and development project in advanced education.

The pilot project would extend for the next four to five years. The first two years would be spent in assembling the physical material and human resources necessary to undertake the developmental study. The final three years would constitute the study proper. The project would involve a group of approximately 250 students, with the necessary academic and professional staff operating in temporary quarters. Five aspects of the Athabasca plan are to be tested, and they are: the effectiveness of an instructional resources centre for independent learning, the desirability of tutorial sessions, the feasibility of individual student programs, the possibility of developing communication skills as a basis for individual growth, and the cost-effectiveness of alternative instructional patterns.

The pilot project will also include the testing of community outreach programs similar to those being conducted by the British Open University. The details of the pilot project and its financial requirements will be referred to the Universities Commission for study and approval. While the project will be subject to continuing scrutiny, the Department of Advanced Education sees it as a feasible and realistic development study and there are several advantages.

- 1) The pilot project will test the Athabasca University model through direct experience with its various dimensions in a manner not unlike the use of industrial pilot projects which assess the effectiveness of planning.
- 2) A pilot study of this type may provide information of value to other advanced education institutions within the provincial system and to the Department of Advanced Education.
- 3) A testing of new ideas in advanced education will keep Albertans informed of possible directions for change and improvements.
- 4) When the enrolment pressure in our university again increases, it should be possible to move from the pilot model to a full-fledged undergraduate university with reasonable speed.

Appendix 9:

Athabasca University - An Experiment in Practical Planning, October, 1972

Athabasca University - A Review

The purpose of this brochure is to inform those interested in a job with Athabasca University what the organization is all about. The Athabasca University Governing Authority hopes this publication will be of interest to others as well, particularly those who have followed the history of Alberta's fourth university since its inception in June, 1970.

The need for a fourth university grew from enrolment pressures during the late sixties. These pressures were particularly evident at the University of Alberta in Edmonton. Growth projections for that institution indicated enrolments approaching 25,000 by 1975. Since the Social Credit government then in power considered this the upper limits of growth for the university, it decided a fourth university should be established within the Edmonton metropolitan region.

The terms of the Order-in-Council of June 16, 1970, which established and provided direction for Athabasca University grew from several circumstances. The fact that two-thirds of the University of Alberta's enrolment was in the faculties of arts, science and education, dictated the Athabasca University curriculum. The growing concern over the costs of graduate study influenced the government's decision to limit the fourth university to undergraduate programs. The direction to provide alternatives in curriculum design and structure to the University of Alberta was an understandable outcome of geographic circumstance.

The members of the Governing Authority visited universities throughout Canada, the United States and England. In April, 1971, the authority published the results of this study in a document entitled *Athabasca University-Academic Concept*. This document which was circulated across Canada has become the statement of the academic design for the new institution.

On May 1, 1971, Dr. T.C. Byrne, deputy minister of education, was appointed Athabasca University's first president. Under his leadership, the small staff working with consultants refined the Athabasca University model. The Authority's academic planning committee chaired by Dr. Marino Kristjanson

Athabasca University Governing Authority. *Athabasca University: An Experiment in Practical Planning*. Edmonton: The University, 1972.

met with members of the arts, science and education faculties of the University of Alberta who provided helpful insights and criticism.

Enrolment at the University of Alberta in September, 1971, fell short of projections by 1,000 students. This led many to question the need for a fourth university.

In May, 1972, the Minister of Advanced Education, James Foster, announced the Conservative government's decision on the future of Athabasca: the government was not prepared, in view of enrolment trends, to proceed with building plans nor would it approve the location selected by the former government.

The government did, however, direct the Governing Authority to continue planning and approved the Authority's proposal to undertake a pilot study to test various dimensions of the proposed model. The pilot project is to be designed as an experiment in practical planning.

The project, to extend over five years commencing in 1972, consists of two phases. In the first phase, to be completed by September 1974, staff will be secured and resources acquired. The second phase, extending from 1974 through to 1977, will involve operating a "mini-college" with 250 students. The third phase, not yet presented to the government, would occur if university enrolments should start escalating again, or if it became apparent that Athabasca University with its alternative design attracted students who might not otherwise attend university. It would involve the establishment of a university for 2,000 students, large enough for economical operation, yet small enough to provide continuity in planning.

If the third phase were to start in 1977—and this still subject to government approval—the first group of any significant numbers would not graduate until 1980. The task facing those involved in planning is to anticipate the nature of society and the needs of graduates in the eighties.

The Athabasca University Model

A fundamental assumption of Athabasca University is that it will exist for students. The nature of the student body will determine the services rendered by it. Of the several components that will be necessary to operate Athabasca University such as faculty, material resources, instructional technology, and curriculum, students are the most important. Although this statement is obvious it does nonetheless provide a useful point of departure for posing the Athabasca University model.

Like the University of Alberta's students, Athabasca University's will, in all probability, commute daily to the central campus. They will be drawn largely from the Edmonton metropolitan region.

We can anticipate that by 1980, the student body will be made up of three identifiable groups. While there will be an intermingling of students from these groups, the distinctions among the groups will dictate variety in the types of service rendered by the university and in its modes of instruction.

The largest group will no doubt continue to be the 18- to 24-year old group. Many of them will have just graduated from high school but an increasing number will have worked or travelled for two or three years. Most will be unmarried, but the number of married students will continue to grow.

Most of them will not yet have made vocational choices. They will be seeking an answer to that most important question "What will I be?" By electing the disciplines of the arts and sciences they will be considering much more than vocational choices. They will be searching for an understanding of themselves and of the society in which they live.

A second on-campus group will include older students, mostly in their 30's and 40's. While their reasons for attending Athabasca University may differ, they will have certain common attributes. They will have spent years working or raising a family; they will have clearly conceived ideas of what they expect from the university; and they will be able to handle independent study.

A third group will be the off-campus or extra-mural students. Unable to attend as regular day students, these students, if within commuting distance, may use the services of the university in the evening or on weekends. If not, they may secure materials by whatever means of communication is readily available. Dr. Walter Worth in his report *A Choice of Futures* outlines possibilities for this group in his proposals for an Alberta Academy.

The Dimensions of the Model are Derived from Assumptions

In creating a model for Athabasca University, we have made certain assumptions about its students and about the society in which they will live.¹ If the assumptions are valid and the dimensions of the model designed in response to these assumptions are practicable, Athabasca University will have made a contribution to the province's post-secondary system. It will not only accommodate an overflow of students from the University of Alberta, but it may provide an alternative which could influence the planning of future universities and colleges.

ASSUMPTION I

The first assumption is that many students might prefer a university which, because of its size or its organization will provide increased opportunities for

¹ In *A Choice of Futures* the Alberta Commission on Educational Planning outlines the characteristics and implications of alternative futures for the last two decades of this century.

them to have closer contact with faculty members and with their fellow students.

The Cluster College Dimension

In searching for a way to deal with the problems of size and impersonality, the Governing Authority visited universities that had adopted the “cluster college” type of organization. The basic organizational unit is the college and the university is a federation of colleges. The Authority believes this organizational structure provides for community among faculty members, support staff and students and at the same time provides for growth without destroying the concept of community.

The College

An individual college as it is now planned would have from 600 to 650 students with a faculty of 25 to 30 drawn from all the disciplines in the arts and sciences ranging from anthropology to zoology. The faculty would include as well staff to organize library resources to meet the learning needs of students.

When the college reaches the predetermined size, its growth is complete. The university expands by adding another college.

A grouping or cluster of three colleges (approximately 2,000 students) would be large enough to sustain economically certain necessary central services such as library facilities, computer services and media production facilities. Further growth would be achieved through the establishment of another college or a cluster of colleges.

The Governing Authority is determined to plan a university which will operate as economically at undergraduate studies as any of its sister institutions. Accordingly, the Authority will insist that faculty-student ratios remain within tolerable limits.

Each college should aim at being as complete in its instructional programs as if it were alone on its own campus. Despite this objective, interchange among colleges will undoubtedly occur and special programs will develop supported by students drawn from a cluster of colleges.

ASSUMPTION II

It is assumed that many students wish to pursue general studies in the arts and sciences for at least three years beyond high school graduation, although some may wish to specialize immediately.

ASSUMPTION III

That within this group of students who wish to pursue general studies there is a sizeable number who can use knowledge drawn from different disciplines to explore significant social and environmental issues.

ASSUMPTION IV

That the general studies program could for many students lead to specific vocational choices in the fourth year or to specialization for graduate study.

The Curriculum Dimension

To meet these needs, the curriculum dimension of the model introduces four fields of study within each college. These are the Humanities, Communications, the Human Community which includes the social sciences, and the Physical Environment involving primarily the natural and physical sciences.

These four fields embrace all of the disciplines customarily found in the arts and science faculties in addition to the interdisciplinary field of communications, one which brings together written and spoken language, the media and their uses, computing science, the psychology of communication, mathematics and other communication disciplines.²

The Extended Campus

The Authority proposes to select faculty members interested in conducting regional studies within the university's constituency. The university campus will extend far beyond its customary boundaries to establish centres wherever knowledge may be applied in understanding a problem, or wherever knowledge may be generated through the study of critical regional issues.

Many universities are undertaking outreach studies on such issues as urban planning or the quality of urban living. Others are conducting field research on problems of ecological imbalance. Still others are exploring the problems of ethnic minorities.

To illustrate: A very significant issue facing Albertans is the disposition of our non-renewable energy resources. A study on this would involve data drawn from many sources within a particular region. The study would involve field experience and would demand knowledge from a range of disciplines in the natural, physical and social sciences.

The contributions of such outreach studies to learning are obvious. The hazards are great. When a university becomes visible throughout its constituency, it faces certain risks. In enlisting the aid of local communities, the university must, at the same time, establish a mutuality of interests with those communities. It cannot expect automatic co-operation; it must earn this by creating mutual understanding, mutual trust and mutual benefits with its outreach patrons.

The Fourth Year Dimension

Many graduates having completed studies leading to an arts or science degree may transfer to professional schools in law, medicine, architecture or education or may enter the labor force directly. Others may elect to remain for an

² See the Appendix for a fuller discussion of the fields of study.

additional year of specific vocational study or for preparation for entrance to graduate schools at other universities.

During the three years of general studies, the student, through field experience and through the pursuit of specific disciplines, should have become familiar with a relatively broad range of related occupations. By the fourth year, he should have narrowed his choice and commenced specific preparatory training by combining internships, theoretical study and field experience.

To illustrate: A student who has combined work in communications with the social sciences and with field experience in urbanization would have several options open to him. He might undertake a fourth year program which combines a practicum or internship with theoretical training in journalism; he might prepare for a career in public relations or in the communication media. Depending on his perceptions he might choose a program leading to a career in teaching, social service, town planning, business, sales or public administration.

Two points are pertinent. General study in the arts and sciences provides knowledge much of which should be useful in securing employment. The university has a responsibility to assist the student in identifying ways by which he can use that knowledge for satisfactory employment.

Secondly, the university has a responsibility to work with other organizations in the community to broaden opportunities for employment for graduates. Canada's labor force is increasing at unprecedented rates. This increased labor supply will become an economic asset only if fully employed. We do not add to the effectiveness of such a powerful economic factor by reducing the relative number of educated people. Educators, businessmen, industrialists, labor leaders and government officials should together seek new ways of utilizing the talents of the province's post-secondary graduates.

The following group of assumptions bear on the importance of learning as the major preoccupation of faculty and students. The model takes on further dimensions in response to these assumed needs.

ASSUMPTION V

It is assumed that the students who attend Athabasca University would benefit from the experience of designing their own programs of study.

ASSUMPTION VI

It is assumed that university students are capable of accepting increased responsibility for their own learning.

ASSUMPTION VII

It is assumed that students in the pursuit of their learning programs would benefit from consultation with faculty members either individually or in small group settings.

ASSUMPTION VIII

It is assumed that the principal value of lectures is to provide stimulation, leaving the delivery of information to other means.

The Dimension of Choice

Perhaps the most important year of a student's university career is his first, since it is his most impressionable.

For most students a full semester may be necessary to introduce him to some of the concerns of Athabasca University, what he might expect to achieve in it, the nature of knowledge, its organization into disciplines, the meaning of the term interdisciplinary, the scope of university resources, his responsibility for learning and possible directions for individual growth.

At the end of this introductory period, the student should have negotiated with his college a program of study for subsequent years. This program of study or "contract" would be the beginning of his university plan—his three year curriculum—one not irrevocably fixed however.

The probability is that the plan he arrives at will not differ greatly from that laid down by most universities. Nonetheless his first challenge should be to answer these two questions—"Why am I here?" and "What do I want to do?"

The Library-College Dimension

The student, having negotiated his program of studies, should have resources available to him to assist in the pursuit of the program.

An interesting approach to the provision of learning resources being tried in many universities throughout North America is that of the library-college. This, in effect, recognizes the library as the central resource—hardly a new concept. The library-college may be viewed as a type of teaching machine which the student uses to achieve his learning purposes.

Some students need only access to books organized in a logical fashion, others require an arrangement of written materials consistent with the courses they are following, still others benefit from directions to guide their reading. Some are less literate and find non-print materials of high value; most students derive benefits from a systematic organization of materials, of print and non-print forms in learning packages emphasizing the major topics of a discipline.

One term applied to these systematically organized packages is "learning systems". The trend in the development of learning systems is for the "hardware" or machine component to become less expensive and more flexible and for the "software" component (human ingenuity) to increase in importance.

The new instructional technology, if it can be called such, involves a systematic organization of information—its major component is content arranged into

small comprehensible units expressed in different forms with “feedback” provided to the student through frequent evaluation.

Teams involving faculty members, students, and technicians build these learning systems. Once devised they may be widely used within a university, a group of universities, or within a correspondence network.

The Interpersonal Dimension

A learning system is no substitute for people. Students must have access to faculty members in some regular and established fashion.

The model for Athabasca University proposes that this faculty-student interchange occur through tutorials, short lecture series and seminars.

Characteristics of the tutorial distinguishing it from the traditional lecture system are its limited size (perhaps no more than five persons), its informality, its ease in scheduling, and its more intimate faculty-student rapport.

The disadvantages of the tutorial as an organizational device for transmitting knowledge are its lack of structure and low faculty-student ratio. The Governing Authority considers that by combining the tutorial with learning systems both of these disadvantages can be overcome.

The use of the new technology may or may not reduce costs. It will not be accepted, however, by either students or faculty unless it is viewed as incidental to and supportive of the development of community among faculty, support staff and students.

A second device for student-faculty interrelationship is the short lecture series. Short lecture series varying in length up to three weeks should enrich opportunities for learning. These may be delivered by faculty members, students or visitors from the immediate community or from distant places.

A lecture series as conceived for Athabasca University does not perform its customary university function. It will not bear the burden of instruction, that is, the delivery of information. The lecture series demands that the lecturer deal with new ideas, explore interdisciplinary relationships, elaborate on unpublished yet significant research findings, pose interesting and controversial hypotheses, challenge the conventional wisdom, and even perhaps criticize the establishment.

Students may organize lecture series on topics quite removed from the conventional.

The short lecture series provides a device for the use of distinguished scholars, community leaders, or national figures as members of visiting faculty.

A third device for achieving the student-faculty exchange and rapport so vital in the educative process is the seminar. Ideally seminars at Athabasca University will centre around human problems of current importance and consequence to the university's constituency. Seminars will involve students of differing interests and faculty members of differing disciplines.

ASSUMPTION IX

It is assumed that continuous or year around operation of the university will provide opportunities for the young, middle-aged, and the old.

The Dimension of Year Round Operation

Self instruction through the use of learning systems implies flexibility in organization. Learning systems permit the student to set his own pace. Tutorials are less formal than dental appointments and not nearly as painful. Evaluation can be individualized eliminating the usual term end examination rituals.

It should be possible for a student to enter university at any time and to withdraw at any time.

These dimensions describe the structure and processes of the Athabasca University model. Each dimension will require more intensive study and planning in its implementation. Further, the total college, that is all the components of the model working together in the dynamics of the operation must also be tested. The posing of a model, no matter how carefully conceived, does not necessarily assure its practicability.

The Authority, nonetheless, regards these dimensions as non-negotiable until thoroughly tested and rejected as impractical. Those who join the Athabasca University faculty should be fully aware of and be prepared to work within the dimensions of the model as outlined in this document. The Governing Authority regards the major dimensions of the model as fixed until thoroughly tested.

The Pilot Study

As indicated in the Introduction, the government has approved Athabasca University Governing Authority's proposal for a five-year pilot study extending through to September 1977. This would involve no more than 250 students and sufficient staff to operate the project.

The project is developmental in nature. It will permit a study in depth of the proposed dimensions of the Athabasca University model. Not only will they be examined in detail, they will in fact be created and made operative. Each will be tested and evaluations made in terms of the purpose for which it was designed. The model must establish its worth.

The mini-college will be a small replica of the basic college unit for the proposed university. The dynamics of a college will be observed through the operation of the miniature model.

A college or a cluster of colleges in action perform as a social system. The process through which the various parts of the college interact to achieve its purposes constitutes the dynamics of the system. How each component plays its role in relation to the others will determine the total system's success.

A Chart of the Project

The chart on the following page examines various aspects of the study. The vertical axis lists the programs to be initiated and developed. The horizontal axis categorizes instructional modes. The cells in the body of the chart enclose the dimensions of the model, each one relating to major headings along both axes.

Pilot Project Model	Modes of Instruction		
	Institutional	Membership	Autonomous
Programs Communications System	<p>1. Learning Systems (LS)</p> <ul style="list-style-type: none"> a. Provide for self instruction in the four fields. b. Resources — Academic and Communication faculties and students. c. Students use (LS) to undertake degree plan. <p>2. Regional Studies</p> <ul style="list-style-type: none"> a. Outreach activities involving faculty and students. b. A source of problems for interdisciplinary study. c. Community involvement through mutuality of interests. d. Activities contribute to achievement of student's degree plan. 	<p>5. The Occasional Lecture Series</p> <ul style="list-style-type: none"> a. To be delivered by resident and visiting faculty, community leaders, students. b. For enlightenment rather than credit. c. Voluntary attendance. <p>10.</p> <ul style="list-style-type: none"> a. Seminars on regional Studies b. Involve faculty members and students. c. Dealing with issues, providing applied knowledge, research. d. Stimulus to the learning of disciplines and to tutorial discussion. 	<p>9. The University Plan</p> <ul style="list-style-type: none"> a. Student negotiates his own learning program. b. He carries out degree plan through independent learning. c. He gains standing by completing (LS). <p>10.</p> <ul style="list-style-type: none"> a. He may elect one or more outreach studies in degree plan. b. Outreach activities provide experience in knowledge application. c. They (OA) bring new perceptions on vocation.
The Extended Campus	<p>3. Solving the Student-Tutor Equation</p> <ul style="list-style-type: none"> a. Imposing of limited institutional norms. b. Interpreting institutional expectations for individual degree plan. c. Providing for community among faculty and students. 	<p>7. Small Group Tutorial (2-7 members)</p> <ul style="list-style-type: none"> a. Periodic meetings scheduled by group consensus. b. No structure or purpose imposed by the University. c. No evaluation for credit. 	<p>11.</p> <ul style="list-style-type: none"> a. Student chooses and negotiates type of tutorial service. b. Student uses the tutorial to meet his felt needs. c. Student elects available educational and vocational counselling.
Tutorial Services	<p>4.</p> <ul style="list-style-type: none"> a. Developing long-range proposals for governance and administration. b. Interpreting programs for public understanding. c. Establishing bridges within the university's constituency. 	<p>8.</p> <ul style="list-style-type: none"> a. Planning present and future space needs for groups. b. Providing leadership in the evaluation of group activities. 	<p>12.</p> <ul style="list-style-type: none"> a. Planning present and future accommodation for students. b. Establishing methods of student accounting. c. Interpreting student achievement to other universities.
Administration and Governance			

A Program Defined

The programs are the most significant development issues. A program in this project is also defined within the terms of systems theory. It is, in effect, a subsystem of the college with many of the characteristics of the total system. A program has discernible limits making it identifiable as a distinct operating unit. It is designed to carry out certain specific tasks. The program has several components which work together in reasonable harmony to achieve the university's objectives.

The term 'program' has different meanings in different situations. In an educational institution it is generally used to describe instruction. Its use within the context of the pilot study is to define a group of activities having a common set of purposes. In this sense all or most of the activities of the institution may be subsumed under its four major programs.

The most important component of any program is people. Materials, space and facilities may also be imperatives. Frequently technology (technical procedures deriving from experience and theoretical knowledge) is an indispensable component. The technology is usually an expression of the knowledge and skills of people using the necessary physical resources. Certain ways of deploying human and material resources may prove more useful than others with the consequence that a particular organizational structure may become a significant component of this system.

The four programs listed along the vertical axis are: the Communications System, the Extended Campus, the Tutorial Service and Administration and Governance. Each of these programs exemplify in varying degrees the general characteristics of programs outlined in the preceding paragraphs.

The Communications System Program

The Communications System is probably the most complex of the four programs. It encompasses a wide range of professional knowledge and skills as well as sophisticated material and equipment.

Purposes of the communications program are:

- To acquire, store and process information.
- To incorporate the various print and non-print forms into communications outlets.
- To provide systematic approaches to learning through the preparation of learning systems.
- To develop those systems as units or modules within each of the disciplines of the four fields of study.

Three groups of people each with distinctly different knowledge, skills and experience are required. The tutorial staff drawn from the various disciplines within the four fields of study provide the disciplinary knowledge. They set

learning objectives, contribute information, and decide upon learning procedures to be used within particular disciplines.

A second group contributes knowledge and skill in the acquiring and processing of information. Members of this group are familiar with the various media, print and non-print, through which information is communicated, and they are skilled in the techniques of organizing information systematically to achieve learning objectives.

The third group is made up of students. While the communication flow is designed for students they, at the same time, are an important component in program development. Information must be organized so as to have meaning to them. Consequently their capacities, interests and perceptions of need must influence and even dictate the nature of the information, the choice of media, the methods of evaluation and the provisions for self-instruction.

The material resources include all forms and combinations of print, audio, still- and motion-visual media.

While there is already available an overabundance of communication hardware, the most pressing need is to develop materials for its effective use. The trend is to use relatively simple and inexpensive devices to convey information that has been systematically organized by knowledgeable people.

The job of the Chairman of the Communications System in full partnership with the Chairman, Academic Programs, is to co-ordinate the work of the three groups by developing effective procedures for achieving the program's objectives.

The Extended Campus

The Extended Campus is recognized as a major feature of the Athabasca University model.

The purpose of this program is to provide both students and faculty with opportunities for learning by:

- Observing directly environmental and social problems existing within the university's constituency.
- Examining these problems from the background of knowledge derived from several disciplines.
- Generating new knowledge through the study of institutions operating within specific social and physical environments.

The components of the program are primarily groups of people. The academic staff will play a leading role, contributing knowledge and skills originating from disciplinary interests. Students will also be an integral part of these

outreach activities not as clients of the university but as participants in one of the university's major programs.

A third group not as readily identifiable but equally significant is the people living and working in the regions included within the extended campus. This group should be a cross section of people in the primary and secondary industries, the service industries, business, as well as public and private organizations of the area.

The physical and natural environment within the region is a significant component. The region's resources, its wildlife, and vegetation provide sources of information for the program.

The extended campus should include both urban and rural environments. The urban environment will obviously generate a different emphasis in activities. Nonetheless, the shifting relationships between the two environments will also be another area of study.

It is difficult to anticipate the material and physical resources necessary to operate the program before identifying and developing the program. These in large part will be determined by the various disciplines to be involved. Obviously transportation facilities and some type of living and working accommodations will be necessary within the boundaries of the extended campus.

Procedures for the collection and storage of data relevant to social and environmental issues within the university's constituency must be developed. The first task is to identify existing sources of data in the constituency. The task of developing procedures for storing data must be assumed by the Communications System as a part of its service function.

The Tutorial Services Program

A third program on the vertical axis of the chart is that of Tutorial Services. While it is difficult to rank programs in a hierarchy of importance, the Authority views this program as most essential to the achievement of university objectives. It is perhaps the most experimental, hence the most challenging of the three major programs concerned with student learning.

The purposes of the program are:

- To provide each student with a means of identifying with the university through a tutor or through a series of tutors.
- To provide an immediate and accessible advisor to whom the student may turn whenever he feels in need of information, advice and guidance.
- To arrange small group tutorials as organizational devices for meeting the educational, social and psychological needs of students.

- To establish within the college clearly defined tutorial groups (one tutor to 20 students) to achieve the feeling of community among faculty members and students.
- To explore the many issues of tutor-student relations.
People almost exclusively constitute the components of the program, the two groups being, quite obviously, faculty members and students.

Evolving procedures through which the objectives of the program may be achieved will constitute this phase of the experiment in practical planning. These depend so much on the perception of the tutorial role as seen by faculty members and students that it is difficult to anticipate them now. Frequent staff seminars will undoubtedly identify those that appear to be more successful than others.

Governance and Administration

The fourth program, Governance and Administration, while in no sense the most important, is nonetheless indispensable. Without it, other programs could not function effectively. Yet, in terms of the achievement of the study's objectives, or for that matter of university objectives, the fourth program is perhaps the least productive. It contributes only insofar as other programs within the university succeed or fail.

Though Governance and Administration are subsumed under the same heading, they are discrete activities.

The major purpose of governance is to make decisions and to oversee their implementation. While the responsibility for all decision making rests ultimately with the university's Governing Authority, that body usually restricts its attention to those decisions which give broad direction to university affairs.

Many issues of governance are being debated currently. Should the structures be bicameral or unicameral? Should there be a board of governors separate from a faculty council or a single co-ordinated authority including all sectors of the university community, the public, faculty and students? Should the processes of decision making follow the monocratic, collegial or political models? Should decisions be made by one group and communicated to others within the university community? Should they be arrived at through consensus within the total community or should they be negotiated by adversaries following the procedures of collective bargaining?

Administration is the term applied to the sub-system within the university which exists to implement the decisions of government. The administrative organization involves both structures and processes. The customary structure in large organizations is hierarchical, triangular in shape with its apex resting

in the president's office. The processes are evident in the roles performed by the various officials that make up the hierarchy.

The distinctions drawn between governance and administration derive from different tasks within the decision making process. However, the close relationship between making and implementing a decision gives these two activities many common purposes and mutual concerns.

Governors and administrators are both concerned with funds. One of their major preoccupations is with budgeting. They are concerned, as well, with providing human and material resources and accommodation for university programs. This leads to involvement in personnel, purchasing, planning and maintenance of buildings, etc.

Governance and Administration has two emphases, one contributing to the establishment and maintenance of the four programs of the pilot study and the other involving the planning of procedures in governance and administration appropriate for the university when it achieves full operation. Both emphases are reflected below:

- To facilitate the pilot study by supplying the necessary people, materials, facilities, and accommodation for its various programs.
- To develop through experience in the dynamics of operation, proposals for both structures and processes in university governance and administration.
- To test possible methods of program planning, budgeting and accounting.
- To examine, develop and assess a group of personnel policies.
- To arrive at appropriate space needs for university programs.
- To interpret programs to the many publics within the university's constituency.

As with the three other programs, the major component of the fourth program is people. One group is made up of those directly concerned with governance and administration. The academic staff, the second group, contribute from their experiences in the operation of the programs. The students are participants in the other three programs and should help in the fourth as well.

The literature on program planning and budgeting for universities and colleges is expanding rapidly. Models are available which can be modified and applied within the framework of the project. One issue will be to establish the extent to which computing services may further the objectives of the program.

The Modes of Instruction

Three modes of instruction appear along the horizontal axis of the chart—the institutional, membership and autonomous. In the cells under these categories are listed the dimensions of the Athabasca University model as extensions of the four programs along the vertical axis.

The Institutional Mode

The institutional mode emphasizes the requirements of the society to be served by the university. These are expressed differently by different institutions and obviously change from time to time. Educational institutions must anticipate the requirements of the society in which its graduates will live and respond to these without unduly restricting the individual student's freedom of choice.

The apparatus of this mode is familiar. It consists of prescribed courses within a group of pre-planned instructional programs, regularly scheduled classes and term-end examinations. The emphasis among these dimensions of the conventional university model has shifted over the past few years but this pattern remains typical.

The Membership Mode

In the membership mode, the group is free to elect its program of study and discussion. This it arrives at through group consensus rather than external prescription. Having decided upon their learning purposes the group members invite a knowledgeable person to assist them in achieving their goals. That person carries no special status within the group beyond his capability as a resource person for a limited time.

The Autonomous Mode

The autonomous mode exists when the individual is free to set his own learning purposes and to choose his own strategies for inquiry. He has achieved or is in the process of achieving independence in learning.

Every person who has gone to school and who is reasonably mature has experienced these three instructional modes. The membership and autonomous modes do not always exist within the formal structures of educational organizations. They may not be part of the official curriculum but they are often part of the extra-curriculum.

A diversity in the application of these modes exists among the universities and colleges across North America. Many still emphasize the institutional mode exclusively; others permit some freedom in program selection and in learning procedures; a very few are completely free with no institutional demands of any kind.

The objectives set for Athabasca University provide directions for planning. The problem facing those involved in development is to redefine the institutional mode to permit greater emphasis on both membership and autonomous approaches.

Dimensions Listed Under "Institutional"

The dimensions of the Athabasca University model which reflect on institutional emphasis appear in the appropriate cells of the first column. A consideration of the details of each makes it possible to explore issues in greater depth.

Resources of the University Set Limits

The resources of the university, both human and material, set limits to student options. It becomes difficult to move outside the body of knowledge which the university has made readily available. Information on astrology, for instance, will not be included in the university's communications system whereas information on astronomy will. A college will probably have an astronomer on its faculty; it is not likely to employ an astrologer.

A Knowledge of Disciplines

The learning systems produced through the communications program give direction to student learning. The formal teaching of the university is to be carried out, not through lectures, but through materials systematically organized for self-instruction. The contents of these learning packages, the resources on which they draw, the evaluative procedures integral to each unit or module, conform to the institutional mode.

These learning materials should serve as links between the institutional and autonomous modes (cells 9 and 1) between the needs of individuals as perceived by students and the requirements of the institution as conceived by faculty. The student builds his program of studies to include some of the disciplines within one or more of the four fields of study. He employs university resources to pursue knowledge within these disciplinary areas.

Outreach Studies Reflect the Institutional Mode

The outreach activities of the Extended Campus program provide further institutional emphasis. These studies involve the disciplines in action. Knowledge drawn from several disciplines in the exploration of social and environmental problems may strike directly at significant social issues.

Ecological studies illustrate this view. Studies of this type involve specific regions within the extended campus. They encompass a number of disciplines within one or more of the university's four curriculum fields. They relate knowledge directly to the problems of man and his physical environment. Currently and for some time to come, these studies may reflect a major social preoccupation—the re-orientation of man with nature.

Studies undertaken within the Extended Campus program constitute further links between society's requirements and the individual's perception of need. Most students will choose in their degree programs to participate actively in one or more of the outreach activities. Such experiences should grant the

student an entry to interdisciplinary study, involving him in field research and introducing him to many vocational opportunities.

Tutorials May Implement Three Modes

The Tutorial Services program may emphasize any one or all of the instructional modes. This program seeks to explore all possible manifestations in student-tutor relations. Some of these will, no doubt, stress the institutional approach, others will move towards the freedom of the membership mode, still others will encourage the achievement of autonomous behaviour.

Irrespective of how lightly the institution exerts its influence over students, misunderstandings, sharp differences of view, possibly even conflict will occur. Tutorial Services should provide an opportunity for expression of these views. The tutorial can be an important communication link between faculty and staff if the information flows both ways.

Dimensions Under the Membership Mode

The membership mode involves group action. The proposed formal groupings referred to throughout these pages are listed on the chart in the cells of the membership column. An examination of these proposals will indicate how far the university might move towards the "free" side of the continuum.

The word "class" has been removed from the university's lexicon of planning terms. There will be no regularly scheduled lecture sessions extending over one or two semesters in time. Students will be guided in their learning through other procedures.

The Occasional Lecture Series

This does not, however, preclude the occasional lecture series. These have been defined elsewhere as relatively short, delivered by resident or visiting faculty, by persons from government, business and industry and by some students. A lecture series of this type, commonly found on most university campuses, enriches opportunities for learning.

Such an activity is within the spirit of the membership instructional mode. While the topics for the series may originate from many sources the audience is entirely self-selected. Each person who follows a series has made a conscious decision to do so for whatever reasons he deems significant.

The Interdisciplinary Seminar

Interdisciplinary seminars on regional problems are directly related to outcomes of the outreach activities of the Extended Campus program.

It is difficult to foresee the frequency of such meetings and whether they will be regularly or occasionally scheduled. Their purpose will be to plan activities, to explore background information relevant to the study being undertaken, to

establish data gathering procedures, and to provide for interdisciplinary exchange. The meetings should include faculty members, students and support staff.

Once a student has selected a particular outreach activity his attendance at these seminars, while not obligatory, may become imperative. The usefulness of these meetings will depend on the organizing skills of those directing the activity and the interest in and zest of faculty members for intellectual interchange.

The Small Group Tutorial

Much has already been said about the small group tutorial. This point, however, bears repeating. Of all formal groupings of students, the small group tutorial offers the best opportunity to achieve the membership mode in its purest form. A group not exceeding seven persons including the tutor makes consensus easier to achieve. The tutor is there not as an authority figure but as a facilitator. In the tutorial role he is not viewed as a resource person from a discipline; rather he is a faculty member who assists the group in establishing its goals and in planning ways to attain them.

Since the group should be free to set its goals, the tutor must be prepared to accept the decisions arrived at by the group. Membership in the group will reflect varied interests, consequently discussions and formal study are likely to be interdisciplinary. These may relate to problems deriving from regional studies or to national or international issues of current significance. They may have to do with personal problems highly significant to most members of the group or they may be quite impersonal.

One might view the tutorial as a type of barometer registering the concerns of students as they move more deeply into university life. The tutorial might reveal the students' depth of social concern, their reactions to social issues, their attitudes toward environmental problems or their feelings towards global affairs.

Dimensions Under the Autonomous Mode

The dimensions of the university model that appear under "Autonomous" (Cells 9-12) deal almost exclusively with the student role. Many of the university's objectives are nonetheless expressed in these statements.

A major dimension referred to throughout this document is the expectation that each student will develop and negotiate with the university a personal program of studies leading to an undergraduate degree. It is expected that the student will present this degree program which will allow for changes and will undertake and complete the program over a period of time.

The student will, of course, need advice and support in meeting this obligation. The full resources of his college should be available to him including material and human resources.

One of the issues for the pilot study is to discover the extent to which the four programs can lend support to the beginning student in this task. Learning systems which introduce the student to each of the four fields of study might acquaint him with a group of disciplines, something of their basic structure, methods followed in extending the boundaries of knowledge within a single discipline or group of disciplines, procedures of evaluation and the vocational opportunities deriving from disciplinary or interdisciplinary bodies of knowledge.

A further purpose is to help the student understand what a university is and how Athabasca University fits into a post-secondary system. He should learn what he can expect from his university experience and what the university may expect from him.

The activities of the Extended Campus Program may prove useful to the beginning student. He might attach himself immediately to an activity by attending a seminar series or by visiting its regional headquarters and becoming actively involved. This "plunge in approach" has much to recommend it.

The tutorial service may prove equally useful in this period of initiation. A tutorial group including both beginning and advanced students provides opportunities for peer counselling. Counselling by a tutor or full-time counsellor should assist the student in meeting the first challenge posed by the university—to answer these questions: "Why am I here?" and "What do I propose to do about it?"

Independent Study

Self-instruction is one of the major dimensions of the Athabasca University model. The Communications System is being designed to provide the student with the necessary materials; administration must solve the problem of appropriately equipped study space; the activities of the Extended Campus should motivate the student to explore one or more disciplines in depth; Tutorial Services should create opportunities for the student to reveal any satisfactions or frustrations he is encountering in his learning.

The intensive planning to achieve an environment supportive of independent study indicates the importance attached to it by the Athabasca University Governing Authority. One objective of the university is to assist the student in developing his own strategies for learning, strategies which will not only assist during his university years, but also through life. A life plan which includes periods of recurring formal study may become typical for most people.

The pilot staff will be concerned with assessing the effectiveness of the structures and processes designed for self-instruction. The central question will be how much independence can a student achieve or will he wish to achieve in the pursuit of knowledge?

Relationships with others, both faculty members and students, will be exceedingly important. No matter how well designed are the learning materials, the student will, no doubt, feel the need for the support of interested persons. He will seek explanations, encouragement and the opportunity to share ideas with those who have specialized knowledge and whose scholarly interests will provide him with stimulation.

The Student and the Resources

The student should be free to consult such people as he needs to consult. As a resource person the faculty member is naturally committed to achieve the objectives of the communications program. He should be equally responsive to requests from individual students. How this service can be most effectively rendered should be explored in the pilot study.

Many students in university for the first time and even those following recurrent programs of study will ponder the question of vocation. Planning in anticipation of the fourth year will raise issues for students leading them to search widely for help.

One phase of the pilot study will be to plan, develop and evaluate counselling services for the university. While these services should include assistance to the faculty in providing educational and personal guidance, vocational counselling will also constitute an important activity.

The student should have available effective counselling services no matter what the source. This support is necessary if he is to achieve increasing maturity in this university setting.

The Student and the Extended Campus

The student will include in his university plan the nature and extent of his involvement in the activities of the Extended Campus. The right to choose his activity and decide on the depth of his involvement rests with the student. Having made the choice, the student will have to bear the responsibility of his decisions.

The Student and Tutorial Services

The tutorial group provides to the student an opportunity for membership in a group which may meet many of his personal, social and intellectual needs. The choice rests with him. He may elect membership in a tutorial group or he may choose to consult with his tutor as an individual. Within the limits of the tutor's accessibility, he may do both.

Ways in which the student-tutor relationship may contribute to the student's growth should be explored in the pilot study. The evaluations placed on the tutorial experience by students should be exceedingly relevant in assessing the usefulness of this dimension.

Issues for Research

While the pilot study is a planning exercise in development, it will also involve research. A rigorous study of the following issues should lead to identifying researchable problems, to reading literature, establishing data gathering procedures, developing evaluation instruments and reporting on pertinent findings. These issues stated as questions are currently emerging from the initial stages in planning. Others equally if not more significant will emerge as the project proceeds:

- 1.** How much can be expected from students and what support should they receive in the planning and negotiating of individual programs of study?
- 2.** What formal procedures, if any, should be followed in selecting students from the different age groups who wish to attend Athabasca University?
- 3.** Can a systematic approach to learning through the organized communication system provide an alternative to the traditional lecture method in the delivery of information?
- 4.** How much support does the student require beyond learning systems to assist him in the pursuit of knowledge?
- 5.** Will activities within the Extended Campus contribute to faculty and student growth through the identification and observation of and involvement with problems of the physical and social environments?
- 6.** What is the range of possible answers in solving the student-tutor equation, one which approaches the perfect solution?
- 7.** Will the proposed programs facilitate continuous year-round university operation or are semester arrangements still necessary?
- 8.** How can the proposed programs include the third group of students, those interested in extra-mural studies? Is the proposed Alberta Academy feasible within the limits of these programs?
- 9.** How can space, that is accommodation and facilities, be designed and allocated to meet the needs of the proposed programs?
- 10.** What is the real and most efficacious role of the faculty?
- 11.** What are the effective methods of evaluating achievement as the student works through his university degree plan?

Some Questions Answered

This section speaks directly to those interested in employment with this project in university development. The Athabasca University Governing Authority needs persons to work on its developmental team. The Authority needs a staff knowledgeable in several disciplines and possessing a wide range of special abilities and skills.

The Authority recognizes the limitations imposed by its offers of employment. It cannot, for instance, give any assurance of continuous appointment beyond four years, the anticipated length of the project. At the same time, the Authority recognizes this period will cover a large part of a person's career. Understandably, one can expect those interested in joining the project staff to express many concerns.

The following questions will occur to many who are considering employment with Athabasca University. The responses to each question should indicate the opportunities and limitations in joining the Athabasca University faculty. The questions are phrased in the first person since they are intended to express possible personal concerns.

1. Is there a place for me on the project faculty with my particular scholarly interest?

The first consideration is whether you wish to be part of a developmental group testing a model quite different to most of those currently in existence.

The Authority proposes appointing up to 15 persons to its tutorial staff reflecting the various disciplines contained within the four fields of study.

For the field of the Humanities, the Authority is looking for persons not only knowledgeable in one or more of the humanistic disciplines but concerned with the role of the humanities in relation to the other fields of study and to emerging personal and social issues. The disciplines are such as these: history, philosophy and literature.

For the Communications field, the Authority is in need of persons competent in this rapidly expanding interdisciplinary area. These disciplines have been identified with the communicating process: language or linguistics, rhetoric, psychology, the fine arts, computing science, mathematics.

The social sciences tend to have many common elements in learning. While the Authority will be employing persons with different backgrounds, it hopes to secure those who are competent in more than one discipline. The disciplines represented will probably include anthropology, political science, economics, sociology, social psychology and social geography.

The study of ecology may serve to introduce the disciplines of the fourth field, the Physical Environment. Appointments should include a physicist, a chemist, a biologist, a mathematician and an ecologist.

These are the major guidelines for the selection of staff. A balance will be struck among the four fields of study in reaching decisions on the 15 to be appointed.

2. What title will I be given?

The Governing Authority has decided on the title of "tutor" for its faculty members during the pilot study. This title has been chosen because it is not widely used within universities or colleges throughout North America. Since the title does not imply any specific set of duties, the Authority can define its expectations for this post with greater freedom.

The Authority does not wish to qualify the title by adjectives to designate rank. Each faculty member will be undertaking similar tasks, making variations in title unnecessary. The work of the university may be achieved more effectively by employing a common term for the members of its academic staff.

This does not preclude differences in income. The salary scale will be graded similarly to those existing for older universities within the province.

Appointments will be made to the faculty at salary levels commensurate with the scholastic standing and experience of the appointees.

Comparisons can then be made with ranks existing in other universities through the appointee's placement on the salary scale. A tutor will be placed in the assistant or associate salary range by mutual agreement.

If, on leaving the service of Athabasca University, the faculty member wishes to interpret his status through a traditional designation he may do so by reference to his placement on the salary schedule. He may legitimately claim assistant, associate or full professorial status consistent with his basic salary.

The title of tutor is to designate a position with a particular set of duties for Athabasca University. It has meaning within the university. How the faculty member describes his duties to others outside the university is a matter of personal preference.

3. What will be my major duties?

Your duties will be determined by the activities of the programs described in the preceding sections. Throughout the pilot study you will be expected to contribute to the achievement of all four programs. Your participation in each will depend on timing and the exigencies of planning.

These comments on the expectations of the Governing Authority for its faculty members describe the duties of the tutor.

The tutor will serve as a resource person within his disciplinary or interdisciplinary area. He will work with the Chairman of Communications System and his staff in the development of resources for self instruction.

He will serve also as a resource person for students. As such, he will, of course, give support to students in their study of disciplines. A major purpose in these contacts will be to discover the inadequacies of the learning systems as voiced by students. This type of valuation should prove useful towards the continuous improvement in communicating information.

A useful distinction can be made between a communication system and a communication aid. A communication aid assists a lecturer in presenting information and may be anything from a piece of chalk to a brief but pointed motion picture clip. A communication system is purportedly self-sufficient transmitting information independent of any external support. It is or should be completely self-contained.

We have achieved almost all that is possible in the use of communication aids. We are only beginning to explore the potentialities of communication systems.³ The tutor's objective should be to assess the effectiveness of learning systems as vehicles of self-help without external intervention. If he intervenes, it should be to make the system more self-sufficient.

The tutor will not teach by the customary didactic procedures. His teaching will be done through participation in the programs of the pilot study.

A second area of service for the tutor exists in the activities of the Extended Campus. One or more outreach studies in a designated region should be undertaken by the tutorial Staff. Methods of identifying problems, establishing rapport with local communities, conducting interdisciplinary seminars, allocating research tasks and consolidating reports must be developed. These are challenges for the faculty during the next four years.

A third set of duties is associated with the program entitled "Tutorial Services". The Authority considers this a basic service to be performed by every faculty member. Since, in this program, the tutor is not necessarily acting in the role of a resource person, it may be possible to include others outside the tutorial staff in its activities. Members of both the communications and administrative staffs would be expected to perform tutorial duties.

It is difficult to anticipate what duties a tutor might perform to facilitate the program in administration and governance. The Authority proposes a very small administrative staff, perhaps no more than three persons. This being the case, some duties customarily performed by administrators may have to be undertaken by members of the tutorial group.

The pilot study is an exercise in research and development. All members of the project staff are in effect researchers in university organization. The tutorial staff will share in the operation of a college and participate in the

³ Bretz, R. *A Taxonomy of Communication Media*, Educational Technology Publications, pp.41-43.

evaluation of that operation. This will involve continuous planning and appraisal through discussions and more formal evaluative procedures.

4. To whom will I report?

The Governing Authority will appoint a Chairman with the provisional title Chairman of Academic Programs. He will have responsibilities throughout all four programs. His position will be parallel to that of Chairman of the Communications System. These two persons along with the President will constitute the administrative hierarchy of Athabasca University throughout the duration of the pilot study.

In the program entitled "The Communications System" the Chairman of the Academic Programs and his staff develop instructional materials in full partnership with the Chairman of Communications System and his team who supply the technical knowledge in processing and organizing information to facilitate self-instruction.

The partnership of the academic and communication staff continues into the Extended Campus program, where task forces undertake both academic and communication studies, arrange for resources and equipment and perform those duties that are deemed essential for the success of the program.

In the Tutorial Services program, the partnership will explore the most effective ways of holding tutorials, organize and participate in faculty seminars on tutorial procedures, and undertake such other tasks as are necessary to develop and evaluate the program.

The Chairman of Academic Programs along with other interested and responsible persons will study and decide on matters related to the negotiation of individual programs of study. Since these will constitute the basis for awarding degrees, they are of major concern to the academic faculty of the university.

5. Will I be a member of a department?

The answer is no. You will be a member of a group having various disciplinary interests.

The basic unit in the Athabasca University organization will be the college. You will be a member of a college rather than of a department.

6. Will I be able to carry on with special research interests?

The Governing Authority hopes that a spirit of inquiry will permeate the Pilot Project, for observation, records, analysis, reports and debate will be necessary. The Authority will encourage inquiry and believes that an inquiring mind is an essential attribute in a person appointed to the staff.

The Authority recognizes that persons with special research interests may have much to contribute to the research and development of the Project because of their training and experience, but the Authority will not provide space,

personnel, utilities or other resources to support research unrelated to the Project. The Authority is prepared to negotiate the resources it can provide when special research interests and the University's goals coincide.

In keeping with the Governing Authority's distinction between self-centered research and research coinciding with the institution's goals, Athabasca University will assess the merit of its staff by their scholarly activity in preference to an annual list of papers published and grants obtained.

7. Will I be able to undertake work outside my regular duties?

This raises one of the major issues faced by most universities. While no policies have yet been formulated, The Governing Authority holds the view that the tasks of the pilot study will occupy its staff full time; but the Authority foresees that the staff may be requested to act as educational consultants and is prepared to negotiate terms.

One of the planning issues for the project is to discover ways of rewarding faculty members for extra effort within the university operation. This may be done in one of two ways—by increased income through promotion or by financial recognition for special tasks beyond the limits of regular duty.

8. How many months each year will I be expected to be on duty?

The Authority expects all members of its staff to be on duty eleven months each year. The activities of the four programs will not be related necessarily to the yearly ebb and flow in time typical of other universities and colleges.

One can readily see why this will be true during the pilot study. The preparation of learning materials will go on continuously through the entire four or five year period. The activities of the Extended Campus and the Tutorial Services programs might, however, fluctuate according to season. In fact, some relationship may evolve between the customary university time divisions (semesters, quarters) and the activities of these programs. Nonetheless, when one considers the planning and evaluation necessary to complete the pilot study, continuous effort throughout the entire period seems imperative.

One of the dimensions in the model to be tested is the feasibility of "year round" or continuous operation. This should make university service available to many who find that normal schedules exclude them from university attendance.

9. Is there an opportunity for promotion and how shall I be judged as having earned it?

Moving up the salary scale will be possible each year. Promotions will be based on merit.

Merit will be determined by evaluating scholarly activity and the contributions of a faculty member to the programs of the university. The effectiveness of his work in the development of instructional materials, his relationships to

students through the Tutorial Services program and his participation in the activities of the Extended Campus should form the basis for the awarding of merit.

10. Will there be opportunities for employment beyond the 4-year period? The Governing Authority cannot guarantee employment beyond the duration of the pilot study. Accordingly, the contracts between the university and its employees will not extend beyond this period.

Nonetheless, the Authority is optimistic that college planning will move into the third phase following the completion date of the project (September 1977). This will certainly occur if university enrolments at the University of Alberta begin to escalate within the next two or three years.

The possibility of attracting older students is strong. The flexibility attained through such features as self-instruction, tutorial services and year round operation should create new markets for university services.

No assurance can be given for employment beyond 1977. However, the Governing Authority is optimistic that the pilot study will demonstrate the effectiveness of the Athabasca University model to meet individual and social needs for the eighties. If it does so, the University will continue as a necessary addition to the institutional members of the province's post-secondary system.

11. What advantages to my career might derive from participation in this study?

Extensive revisions are taking place even now in Higher Education. What form Higher Education will have four or five years from now cannot be forecast. Certain facts can be taken into account. New jobs are being created at an unprecedented rate and often job descriptions are out of date before the jobs are filled. Job turnover is also occurring at an unprecedented pace and an individual advancing through a serial career is one of a new breed sought after because of his critical judgment, lateral thinking and adaptability developed in new environments, situations and relationships. Academics are well aware of the impact of change on their community. Perhaps one advantage can be forecast. The Pilot Project offers four years of security while you prepare for the uncertainty of future education.

The central emphasis in the Athabasca University model is on the communication process which involves not only mediated information but also the university in relationship to its constituency and communication among faculty members and students.

One of the fields of study is to be the interdisciplinary area of communications. Anyone who has read the September 1972 copy of the *Scientific American* will be impressed with the developments occurring within the field and with its increasing significance. The disciplines involved are many and varied.

Experience with the communication process will help you to understand and critically appraise the nature of society during the remaining decades of this century.

12. Are there other conditions of employment?

Beyond the various conditions of employment expressed and implied in the preceding questions, applicants should be fully aware of the absolute necessity of working with the various forms of communications media. Faculty members must be prepared to undergo a period of orientation and be prepared to work within teams having both academic competence and technical facility represented in balanced proportions for the purpose of promoting learning.

13. How can I keep in touch with new developments in my discipline?

The Governing Authority recognizes that the heavy responsibilities placed on faculty members will not allow individuals to keep as fully informed of developments in their disciplines as may be desirable. Therefore, the Authority recognizes the necessity of offering periodic short leaves of absences to individual faculty members which they may choose to spend at discipline oriented universities for the purpose of keeping pace with developments in their areas of specialty.

Appendix: The Bases of Instruction

The instructional program of the university will encompass those disciplines customarily found in the arts, science, and education faculties. These will be organized to emphasize their application and to provide for interdisciplinary approaches.

Four fields of study constitute the scope of the instructional program. Generally, the various disciplines will be grouped under one of these fields of study. However, a program within a particular field may draw on a discipline or disciplines usually considered to lie within another field.

The fields of study establish areas of interest within which students may plan individual educational programs. They do more than this however. They provide structures for the categorization of disciplines and for their concentration around significant problems of study. They set parameters for programs of project- or mission-oriented research. They could, simply by their nature, indicate the research emphasis.

Since the fields of study provide dimensions for organization, they must be comprehensive. Since they give direction to learning and research, they must be relevant to life during the next three decades.

Four fields of study are proposed: Humanities, Communications, Human Community, and The Physical Environment. A fifth field, Specific Studies, is reserved for the fourth year, its purpose to achieve the vocational commitments of the university.

The Humanities

The study of man is central to any relevant instructional program, particularly so to a search for new relationships between man and the technetronic society he is creating.

The predominant value system tends to reflect man's faith, or lack of it, in his institutions. In periods of stability, values are taken for granted. They are implicit in the expressed views and actions of most people. Norms of behavior are clearly established and people cling to them tenaciously.

In periods of rapid, almost revolutionary, change, this is not so. All forms of authority are challenged. Some individuals would destroy all established authority sources, hoping to build new value systems on the wreckage of the old.

The question of appropriate values for a technetronic society must be considered. This should be one of the major challenges for universities during the next three decades.

The development of a life style and a consistent moral code has always been a phase in maturing. During periods of stability, institutions such as the family, the school, the church and the community provide acceptable models. In periods of change, however, these sources may become less influential.

Consequently, men and women today face exceedingly difficult tasks in searching for answers to these fundamental and ever recurring questions: Who am I? What are my life purposes? What do I consider to be most worthy? How do I fulfill my basic needs? What sort of person do I wish to become?

The university must of necessity provide challenges for the mind. If, however, it does not help students find answers to questions, it fails in a basic commitment. Education must be both moral and intellectual.

It rests with those disciplines most directly concerned with the study of man to serve as the heart of the university.

These are the humanities.

Communication

To divide man's actions into categories is difficult and frequently misleading. Such divisions suggest that he performs in distinct spheres, that there is a diversity among his activities permitting classification and differentiation.

This, of course, is not true. Man feels, thinks, and speaks. He lives within himself and with others. But thinking, feeling and speaking are part of the

whole which includes man and his fellow men, man and his social institutions, man and his natural surroundings.

Throughout history man has developed his arts of communication. He has learned to express how he feels and what he thinks in diverse forms. Several milleniums separate the speech and art of the cave man from the sophisticated technology of messages from the moon. Yet, these are expressions of the same basic human need, the irresistible drive to communicate with one's fellows.

Despite the interrelatedness of man's activities, there exists a clearly defined field of study deriving from this need to communicate. A wide range of disciplines from linguistics through the various art forms to computer technology may be subsumed under communications. Of all fields of study, it is perhaps the most interdisciplinary.

Problems and issues abound in the field. Through technology man has overcome the limitations of time; he is rapidly reducing the limitations of space; he is entering an era of instant communication.

This does not, however, eliminate problems in communicating. Technical proficiency has enhanced the speed and range of communication. It does not necessarily assure an understanding of the message. Effective communication between persons or groups of persons assumes that if they do not agree, they at least understand. It may mean, as well, an emotional identification with the message.

This reinforces the view that communication is emotional as well as intellectual, that it involves both thinking and feeling. It also suggests that communication does not travel a one-way street. Communication is "between"; it is action and reaction. It is a meeting not only of minds but of hearts.

Once this is accepted the field of study is enlarged. While language both spoken and written may be the major vehicle for communicating ideas, man has found many ways of expressing his emotions.

Perhaps those disciplines contributing to an understanding of the nature of man are as relevant in the exploration of this field as those enhancing its technology.

Of all problems facing man in the next three decades those of communication may be among the most significant.

Human Community

This field of study will provide man with the most complex of problems throughout the next three decades.

There are few people or activities untouched by organization. To institutionalize is a human imperative equally as strong as the drive to communicate. Whether it be the family, the church, the school, or the community, man belongs to at least one of these formative institutions.

During his work years he belongs to trade unions or professional associations and he labors in business, industrial or government organizations that are becoming formidably complex.

So pervasive is organization in human society that one tends to see reality existing not so much in man as in the institutions he has created. Where does one seek truth, within the self or within the network of social structures with which man is surrounded?

We have said that a university must be concerned with the discovery of the "self in society". Whether we control our social institutions or are their creatures, may never be fully resolved. That we must understand them is, nonetheless, self-evident.

Few institutions today are not under fire. Those that have traditionally provided codes governing conduct are receiving unprecedented criticism. So pervasive is this challenging mood that one suspects (and perhaps fears) a creeping skepticism towards the values inherent in the cultural base from which these institutions are derived.

In exploring such problems we should distinguish between authority and the exercise of power. They are frequently confused.

No society can exist without its authority sources. The acceptance of authority is the cement which keeps society's structures intact. To destroy the sources from which authority flows will lead to the destruction of society in its present form.

One can readily identify the authority sources of our society. The family, the church, the community government come immediately to mind. The professions, scholarship, science, genius are equally significant sources.

The predominating source resides in the value system underlying our western civilization with its Judeo-Christian traditions and its ethics of productivity.

Power is exercised to maintain an authority towards which people express increasing skepticism. A police state is necessary when its citizenry has lost

faith in the validity of government. Bureaucratic regulation increases as individual or corporate behavior ceases to conform with stated objectives.

Threats are not necessary in organizations which communicate effectively with their membership.

During the next three decades a major commitment of the university resides in the study of social institutions. New forms of human groupings and different organizational tactics will need to be created for the technetronic society. The problems of social organization require both research and development and the insight deriving from interdisciplinary study.

Subsumed under this field of study, Human Community, are the disciplines frequently referred to as the social sciences. While these constitute the core of the field, they are not the only disciplines contributing to an understanding of community. Undoubtedly, disciplines from other fields of study will provide fruitful information.

Physical Environment

The fourth field of study involves those disciplines broadly defined as the natural and physical sciences.

In a university emphasizing the study of man in relation to this environment, the role of these disciplines requires special definition. Do they occupy the pre-eminent position granted them on most university campuses or are they to be supportive of the major theme?

The central positions of the natural and physical sciences have their origins in the preoccupations of renaissance man. The applications of science provided the intellectual base supporting economic man, the prototype of our industrial culture.

Medieval man was inward looking. For him reality existed in salvation with its authoritative sources dependent on revelation. Truth derived from the relationship of mankind with God.

Renaissance man looked outward in his search for reality. Truth lay outside man to be discovered in his natural and physical environment. It resided in the laws of nature, a much more fruitful expression of divinity than the spoken or written word. Research replaced revelation as a vehicle of authority.

Economic man found his ultimate truth in the applications of science. Perhaps the most significant of his inventions was that of invention itself. The employment of knowledge to control the environment is the major

achievement of the modern era. With this new technology, economic man created the industrial society.

We may now be entering the period when economic man will give way to technological man.

Technological man will face many problems. Among the most serious is that of coming to terms with the technology he has inherited. The post-industrial society holds the promise for those who can achieve it, of almost unlimited productivity. Machines are now, not only extending the power of man, but also duplicating his skills. The marriage of the skills of the machine to its strengths creates infinitely powerful agents for the production of wealth. That formidable index of growth—the Gross National Product—seems “hell-bent” for infinity.

The outlines of what may occur in this drive for material achievement are becoming more sharply etched. Evidences of ecological imbalance grow increasingly obvious. The simple pleasures of fishing in pure streams and viewing wild animals in their natural settings, pleasures hitherto so easily enjoyed, may be denied to all but a few. Material abundance could create a new kind of poverty.

The tools with which man has created abundance should serve him in controlling its effects. The disciplines of the physical and natural sciences have provided the theoretical base for the inventions of the technetronic society. They should provide equally effectively the knowledge necessary for social action to solve problems of ecological imbalance.

Technological man must find new applications for these disciplines which are derived from the intense intellectual curiosity of renaissance man. Man's search for truth about his environment has led to surprising consequences.

The “hard” science disciplines, as well as the “soft” sciences, must occupy an important role among the programs of an undergraduate university. That role, however, may be unique in the university that makes the study of man central to its educational design.

Conceivably these disciplines may be viewed as variants of the humanities. They are the products of man's intellect reacting to his natural and physical environment. One cannot accept this knowledge as existing outside man himself. These disciplines were not discovered as much as created by the intellectual perceptions and organizing talents of man.

Rather than setting the sciences apart, we should view these disciplines as the intellectual creations of man reacting to his environment. As such, they

occupy no higher or lower status among his achievements than those disciplines that seek to express his humanity in different forms.

The social implications of scientific development must also be considered. Studies in human ecology are beginning to do this. But what about atomic bombs and other forces of destruction? Scientists are becoming more and more disillusioned with the use of creativity for such purposes.

Man must increasingly see all around his field of specialization.

Resources for the study of the physical and natural sciences must be available within the university; the methods of providing these resources should be consistent with the objectives of the university.

The Field of Specific Studies

There should exist in Athabasca University two terminal points in the four year sequence. The first comes at the end of three years at which point the student may elect to take his degree. His work up until that time will have been within one or more of the four fields of study—or even all of them.

Throughout those three years the student will have followed programs chosen with the assistance of counsellors or staff members. His electives may represent the equivalent of a degree granted by the more traditional institution. On the other hand, his selection of disciplines might have been unique in its grouping and in its interdisciplinary approaches. Further, during his three years, the student might have become involved in directed study pursued far from the home campus.

While the first three years might be quite general, the fourth, if it is to be undertaken, should be quite specific in objective.

A student might, for instance, have pursued studies in the Human Community. If his record lacks evidence of either substance or achievement, he may need to undertake specific courses of study in order to qualify for entrance to a graduate school at a particular university. It is a filling in of any gaps.

The fourth year should provide, as well, for the specifics of professional study. By pursuing programs in one or more of the fields during the first three years, the student should have succeeded in establishing a knowledge base from which to nurture the skills of professional practice.

A major objective in the Athabasca design is to decrease if not eliminate distinctions between the liberal and vocational or the general and the specific.

To illustrate: A student early in his program at Athabasca may have decided to complete the fourth year in the specific study of either education or social service (or perhaps a combination of the two professional fields). His study and research throughout the first three years would reside in the disciplines of the Human Community. His purpose would have been to enlarge his knowledge of, and experience with, social organizations, institutions, and other types of social groupings.

He would do this through the study of relevant disciplines and through such formal interdisciplinary programs as may have been developed.

More particularly he might do this by on-the-spot observations of organizations in action. He might participate in project-oriented research currently underway. This might range from field experience in native communities to an examination of the life styles of residents in high rise apartments.

Since a major commitment of education for the next three decades is to discover groupings more appropriate to the needs of technological man, the activities undertaken would encompass reading, discussion, travel, research, apprenticeship to a scholar, membership on an analytical team, and, no doubt, individual meditation. The student should have experienced all of these irrespective of whether he proposes to have a career in education, social service, town planning, recreation leadership, counselling, law, medicine or business management.

Any means of livelihood having to do with people presupposes an understanding of, and an identification with, the discovery of "self in society".

The student will not necessarily limit his exploration to one field of interest. Communications has much to offer any practitioner of the people-related professions. How man communicates with other men is basic to most occupations. How he achieves mastery over language has universal significance.

The electronic media of communication are becoming so central to our culture that both teachers and social service workers will require more than passing knowledge about them.

These ideas sketch in broad outline possibilities for decreasing distinctions between the liberal and the vocational. They indicate how programs within one or more of the fields of study while contributing to the general understanding of social problems are basic to the practice of several professions.

The fourth year of the sequence leading to the BA (Special) is designed for the acquisition of the specific knowledge and skills essential for certification. Whether the certificate is one for the practice of teaching or of social work, a practicum is imperative. At least half of the final year (perhaps one semester) should be spent in field experience, the other half in theory directly related to practice.

This practical experience need not be confined to the fourth year.

The student who knows he wants a career in education should be able to shape his program accordingly from his first year. He should be able to become involved almost immediately in problems and research of an educational nature. Perhaps in his first years, he will work on real problems; in his final year, he should actually be working in the classroom for a significant portion of his time.

A wide range of occupations of a professional or near professional character come to mind immediately as possibilities for the fourth year. From the field of Communications, several can be posed. The electronic media are fruitful sources of occupational opportunities. Closer relationship of the language of mathematics to the science of linguistics may be explored to provide the theoretical base for a sophisticated communications technology.

Appendix 10:

Order in Council 1986/72, December 20, 1972

Approved and Ordered
Grant MacEwan

O.C. 1986/72

LIEUTENANT GOVERNOR

Edmonton,
December 20, 1972

Upon the recommendation of the Honourable the Minister of Advanced Education, the Lieutenant Governor in Council, pursuant to section 4 of The Universities Act,

Order in Council 1986/72, December 20, 1972, Alberta, unpublished. Reproduced by permission.

5. rescinds Orders in Council numbered O.C. 1206/70, O.C. 1208/71, O.C. 1281/71 and O.C. 1456/71.

DATE DUE SLIP

RETURN MAR 28 '94

DUE
EDUC DEC 06 1994

RETURN NOV 22 '94

EDUC APR 05 1995

EDUC MAY 17 1995

RETURN APR 13 '95

F 255

Lab O Number 2
O bus 171/181

C.C. 1996/73

London:

December 20, 1992

of Advanced
Section 4 of TheUniversity's
Laws to be

Urged

Urged to be

Urged

HELD IN LIBRARY NO. 6

DUE EDUC MAR 21 '83 RETURN MAR 21 '83	DUE EDUC APR 01 '87 P APR 10 RETURN
DUE EDUC MAY 3 '83	DUE EDUC NOV 22 '88
RETURN MAY 10 '83	DUE EDUC DEC 07 '88
DUE EDUC AUG 23 '83	DEC 07 RETURN
RETURN AUG 10 '83	DUE EDUC AUG 08 '90 AUG 10 RETURN
DUE EDUC JAN 25 '85 JAN 29 RETURN	DUE EDUC JUL 06 '91
DUE EDUC MAR 15 '86	JUN 08 RETURN
DUE EDUC APR 27 '86	DUE EDUC NOV 26 '91
APR 01 RETURN	NOV 26 1991 RETURN
DUE EDUC APR 30 '87	EDUC NOV 11 1992
OCT 8 RETURN	1992 NOV 13 RETURN
DUE EDUC MAR 11 '87	EDUC FEB 18 1993

F. 255

(b) Dr. Brian Staples

4. Empowers and authorizes the Athabasca University Board of Governors authority to undertake a pilot project for the production, testing and application of learning systems as postsecondary programs in the arts and sciences leading to an undergraduate degree, and for the application of technology and new procedures to taught educational opportunities for adults generally.

Order in Council Dated: December 26, 1991 Alberta legislation incorporated by reference.

LE 3 A8 H89 1980
HUGHES L J LAURIE JAMES
1937-
THE FIRST ATHABASCA
39578322 EDUC



000011397155

LE 3 A8 H89 1980
Hughes, L. J. (Laurie James), 1937-
The first Athabasca University
/ 39578322 EDUC

